SCTC No. 29.

COMMITTEE ON THE WELFARE OF SCHEDULED CASTES AND SCHEDULED TRIBES

(FOURTH LOK SABHA)

SIXTEENTH REPORT

DEPARTMENT OF SOCIAL WELFARE AND MINISTRY OF HEALTH, FAMILY PLANNING, WORKS, HOUSING AND URBAN DEVELOPMENT (DEPARTMENT OF WORKS, HOUSING AND URBAN DEVELOPMENT)

Housing Facilities for Scheduled Castes and Scheduled Tribes

(Presented on the 16th December, 1970)

LOK SABHA SECRETARIAT
NEW DELHI
December, 1970/Agrahayana, 1892 (Saka)
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Shri D. Basumatari—*Chairman*

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*Elected on 22nd April, 1970 *vice* Shri Jaipal Singh died.

**Ceased to be Member of the Committee on his retirement from Rajya Sabha with effect from 2nd April, 1970 and re-elected on 19th May, 1970.

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30. Shri Man Singh Varma.

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2. Shri J. R. Kapur—*Under Secretary.*

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*Elected on 19th May, 1970 *vice* Shri B. D. Khobragade who resigned from the Committee with effect from 27th February, 1970.

**Elected on 19th May, 1970 vice Shri Dayaldas Kurre who ceased to be Member of the Committee on his retirement from Rajya Sabha with effect from 2nd 970.

INTRODUCTION

I, the Chairman, Committee on the Welfare of Scheduled Castes and Scheduled Tribes, having been authorised by the Committee to submit the Report on their behalf, present this Sixteenth Report on the Department of Social Welfare and Ministry of Health, Family Planning, Works, Housing and Urban Development (Department of Works, Housing and Urban Development)—Housing facilities for Scheduled Castes and Schedule Tribes.

2. The Committee took the evidence of the representatives of the Ministry of Health, Family Planning, Works, Housing and Urban Development (Department of Works, Housing and Urban Development)—Housing facilities for Scheduled Castes and Scheduled Tribes.

2. The Committee took the evidence of the representatives of the Ministry of Health, Family Planning, Works, Housing and Urban Development (Department of Works, Housing and Urban Development), Department of Social Welfare and the Planning Commission on the 25th ond 26th August, 1970. The Committee wish to express their thanks to the Secretary of the Ministry of Health, Family Planning, Works, Housing and Urban Development (Department of Works, Housing and Urban Development), Secretary of the Planning Commission and Additional Secretary of the Department of Social Wilfare and other officers of the above mentioned Ministry/ Department etc. for placing before the Committee material and information they wanted in connection with the examination of the subject.

3. The Report was considered and adopted by the Committee on the 4th December, 1970.

4. A summary of conclusions|recommendations contained in the Report is appended (Appendix V).

D. BASUMATARI,
Chairman,
Committee on the Welfare of Scheduled Castes and Scheduled Tribes.

NEW DELHI;
December 14, 1970.
Agrahayan 23, 1892(*S*).

CHAPTER I

INTRODUCTORY

The necessity of improving the Housing conditions of Scheduled Castes arises out of the fact that (a) in some States they are constructed on lands which do not belong to them, (b) their dwellings are devoid of elementary standards, and their low huts are placed in a corner of a village segregated from the other population. In rural areas, Scheduled Castes are under a constant fear of being evicted from land on which their houses or huts stand. The housing problems of the Scheduled Tribes are equally acute due to their extreme poverty and scheduled dwellings.

Observations of earlier Committees

1.2. In the Report of the Committee on Untouchability, Economic and Educational Development of the Scheduled Castes (Elayaperumal Committee Report, 1969), it has been stated:—

> "Out of about 34 lakhs landless labourers belonging to Scheduled Castes, a little over 2 lakhs have been provided with housing or house-sites during the last three Five-Year Plans. Thus, roughly 62 per cent of these people have only been covered so far. The detailed information in this respect is given at Appendix I. It has been further estimated by the Department of Social Welfare that 2.5 million house-sites at the rate of one house-site per family will be needed during the Fourth Five Year Plan period and for this purpose a provision of Rs. 20.00 crores will be necessary.
>
> This problem can be solved to some extent by conferring ownership rights to Scheduled Castes on the lands under their occupation through legislative and executive measures. It is observed that only in Bihar, legislation has been promulgated to provide ownership rights to Scheduled Castes on their house-stead lands. But no such special laws exclusively for the benefit of Scheduled Castes in this direction have been passed in any of the States. Some executive measures have, however, been taken in Andhra Pradesh, Gujarat, Jammu and Kashmir, Kerala,

Maharashtra, Mysore, Orissa, Tamil Nadu, Pondicherry and Tripura for allotment of house-sites or for conferring ownership rights on Scheduled Castes on the house-stead or 'Bastu' land under their possession. In the State of Punjab and Union Territory of Delhi, lands accuring in process of consolidation of holdings have been allotted to Scheduled Castes for residential purposes".

1.3. In the Report of the Scheduled Castes and Scheduled Tribes Commission (Dhebar Commission), it has been stated that the housing problem for the tribal people has to be viewed from four aspects, namely, Shelter; Sanitation; Aesthetic tastes of the tribes; and comparative cost. Their housing problem is complicated by the enormous differences in climate, prosperity or poverty of the people and the type of architecture in the tribal areas. A large number of the tribal people are fortunate in living almost ideal climatic conditions. The houses of some of the tribal families are well built, making use of locally available material and at the same time combining both ultilitarian and artistic value. But there are a large number of tribal groups—usually smaller groups—who seem to have no house-sense at all. They are content to live in miserable hovels, dirty and insanitary, generally without proper doors and either far too open to the weather or completely lacking in ventilation. In the plains, many tribals are landless and their plight is as miserable as that of the poor landless Scheduled Castes. They are like pavement-dwellers in big cities, whose condition is often worse than that of the people in the slums. They live on the sufferance of climate, police and local land-lords. Dhebar Commission Report has pointed out that the one need of these people is to have at least some small corner on the bosom of the earth for shelter under a roof.*

Criteria for Centrally Sponsored and State Sector Programmes

1.4. A Committee of the National Development Council in its meeting held in July, 1968 accepted the following criteria suggested by the Administrative Reforms Commission for selecting a scheme as a Centrally Sponsored Scheme and a State Sector Scheme:—

(i) The number of Centrally Sponsored Schemes should be kept to the minimum.

(ii) The selection of the Schemes should be made strictly on the basis of the following criteria;

(a) they should relate to demonstration, pilot projects, survey and research.

*Dhebar Commission Report, Paras 20·1—20·7, pp 251—252.

(b) they should have a regional or inter-state character;

(c) they should require lump sum provisions to be made until they could be broken down territorially; and

(d) they should have an overall significance from the all-India angle.

1.5. The Committee of the National Development Council added four further conditions for the Centrally Sponsored Schemes in the Fourth Five Year Plan, namely, that:

(i) Schemes already agreed to be transferred to the State sector should not be re-transferred to the Centrally Sponsored Sector except for any compelling reasons;

(ii) The number of Centrally Sponsored Schemes should be kept to the minimum;

(iii) Outlay on these schemes should not exceed a certain percentage (1|6th-1|7th) of State Plan assistance; and

(iv) The Centrally Sponsored Schemes in the Fourth Plan should be fully (100 per cent) financed by the Central Government.

1.6. As far as the State Plan Schemes are concerned no fixed criteria have been laid down. States will have much greater initiative in the formation of schemes and programmes. Till now the State Plans had been formulated by and large in terms of standard schemes which had been approved by the Central Ministries and the Planning Commission and which carried with them a quantum of assistance in the shape of loans and grants.

Central Schemes for Housing

1.7. In a written note furnished to the Committee, the Department of Social Welfare has stated.

"At the Centre, housing schemes in the general Sector are looked after by the Ministry of Works, Housing and Urban Development and in the Backward Classes Sector by the Department of Social Welfare. The Scheduled Castes and the Scheduled Tribes derive benefits from out of the schemes of the Department of Social Welfare as well as of the Ministry of Works, Housing and Urban Develop-

ment. The schemes of the Backward Classes Sector are conceived as supplementary to the general sector programmes.

In the Backward Classes itself, there are housing|house-site schemes under the Centrally Sponsored Programme and under the State Sector Programme. Under the Centrally Sponsored Programme, there is no housing|house-site scheme for the Scheduled Tribes."

1.8. The Committee have been informed that although there is no housing/house-site scheme for Scheduled Tribes under the Centrally Sponsored Programme, there are 489 Tribal Development Blocks which are fully financed by the Centre and which have their own housing programmes.

1.9. The Department of Social Welfare has further stated in the written note:

"The housing/house-site scheme for the Scheduled Castes under the Centrally Sponsored Pogramme comprise of the following:

(i) Subsidy for the construction of houses for sweepers and scavengers; and

(ii) Provision of house-site to the members of Scheduled Castes who are—(a) engaged in unclean occupations, or (b) landless labourers.

Cent per cent Central assistance is given to the State Governments for the above two schemes. The pattern of the housing schemes is that the total cost of the construction of a house is fixed at Rs. 1200 which could be raised to Rs. 1600 at the discretion of the State Government. In the case of snow bound areas bordering the Himalayas, the cost of construction has been fixed at Rs. 2,000. Against this ceiling, a subsidy of 75 per cent of the cost as fixed is given and the balance is expected to be contributed by the beneficiaries in the form of cash, labour or material. The Housing Scheme is implemented by the State Govern ments and subsidy is paid through them to the beneficiaries. In view of general rise in the cost of living and prices, there is a proposal to raise the housing subsidy to Rs. 5,000 per house. The views of the State Governments and the Union Territory Administrations have been called for on this proposal.

It has also been laid down that the funds available in the Backward Classes Sector may be pooled with those available with the Department of Works, Housing and Urban Development for construction of houses under the Slum Clearance and Low Income Group Housing Schemes in a prescribed manner provided such houses are allotted to sweepers and scavengers. The houses constructed under these schemes are given on subsidised rent basis. The Department of Social Welfare contributes 12½ per cent of the ceiling cost of the houses to the extent of number of tenements earmarked for allotment to sweepers and scavengers only. The extra contribution from Backward Classes Sector results in lowering down the loan content of the cost of these tenements and accordingly the rents charged from sweepers and scavengers are comparatively lower.

Under the State Sector Programme, the housing/house-site scheme covers both Scheduled Castes and Scheduled Tribes. The expenditure on this scheme is shared by the Central and State Governments in the ratio of 60:40.

State Governments/Union Territory Administrations execute housing site schemes for Scheduled Castes and Scheduled Tribes. The Department of Social Welfare at the Centre suggests to the State Governments/Union Territory Administrations the broad lines on which the scheme is to be executed under the Bankward Classes Sector".

Coordination

1.10. The Committee have desired clarification as to how coordination is effected between the Department of Works, Housing and Urban Development and the Department of Social Welfare in regard to the housing schemes, both in the Backward and General Sectors and the role played by the Planning Commission in this regard. In reply the Department of Works, Housing and Urban Development has stated the following in a written note furnished to the Committee:

"At the Centre, housing schemes in the general sector are looked after by the Ministry of Works, Housing and Urban Development and in the Backward Classes Sector by the Department of Social Welfare. The two Central Departments (that of Works, Housing and Urban Development, and Social Welfare) consult each other whenever common

issues are under consideration. Planning Commission is also always associated in such consultation about the housing programmes meant for general sector of population (inclusive of Scheduled Castes and Scheduled Tribes) and the exclusive programmes for housing of Backward Classes. Department of Social Welfare is generally invited to all gatherings (Conferences of Housing Ministers and meetings of Wroking Group on Housing etc.) convened by the Department of Works, Housing and Urban Development and *vice-versa*. Apart from such consultation, there is no regular machinery for effecting coordination between the two Departments. Nor is it considered necessary, because all housing schemes fall in the State Sector. In respect of these programmes, the States have freedom and the financial assistance for these programmes is to be found from the 'Block loans, and Block grants' placed at the disposal of the State Governments.

Even at the State level, coordination between the two programmes is limited to dovetailing of different subsidies available from different programmes for slum-dwellers and economically weaker sections under the urban housing schemes. For such financial adjustments, the Finance Departments of the State Governments can look after the problem.

Active coordination at the State and local levels is, however, essential as far as rural housing is concerned. For this purpose, the State Governments have already been advised to set up inter-departmental committees at the State level, functioning under the Development Commissioner and consisting of State Secretaries dealing with the rural housing, health, industry, agriculture, panchayats and social welfare etc. Similar Committees are to be formed at the district level with District Magistrate as Chairman.

1.11. The Committee note that the housing schemes in the general sector are looked after by the Ministry of Works, Housing and Urban Development and in the Backward Classes Sector by the Department of Social Welfare. They further note that under the Centrally Sponsored Programme, there is no housing or house-sites scheme for the Scheduled Tribes. The Committee are not convinced with the reasons advanced by the Department of Social Welfare that there is no housing/house-sites scheme for Scheduled Tribes under the Centrally Sponsored Programme because these are 489 Tribal

Development Blocs with their own housing programmes. The Committee consider that there should be an integrated Central Programme for housing for both Scheduled Castes and Scheduled Tribes.

1.12. The Committee note that there is no regular machinery for effecting coodrination between the Department of Social welfare and the Ministry of Works, Housing and Urban Development in so far as the housing schemes are concerned. They consider that it would be desirable to set up a coordinating committee consisting of the representatives of the Department of Social Welfare, Ministry of Works, Housing and Urban Development and the Planning Commission for the purpose of reviewing the housing schemes and programmes and also watching their implementation.

Subsidy

1.13. The Committee enquire during the course of the evidence, whether any decision had been taken by Government to raise the housing subsidy to rupees five thousand per house. The representative of the Department of Social Welfare has stated:

> "The cost of the house was treated at about Rs. 1200. We felt that that is a very unreal estimate and the programme is affected because the Central subsidy is a percentage of the cost. The subsidy is very nominal. Therefore, we made a suggestion to the State Governments that the cost of the house may be somewhere near Rs. 5,000 in the present days. We have received replies from quite a number of them. So they have suggested as under:

Andhra Pradesh has suggested	Rs. 5,000
Madhya Pradesh	Rs. 2,000 per plot
West Bengal	Rs. 2,000 per plot and Rs. 2,500 for construction.

> That is the range and the subsidy will be 75 per cent of the cost."

He has added:

> "We do not honestly believe that it should be uniform for the whole country because cost of building varies from place to place."

1.14. The Committee note that the Central Government have proposed the enhancement of the housing subsidy from rupees twelve hundred to rupees five thousand per house to the State Governments/ Union Territory Administrations and that only a few States have responded to their suggestion. The Committee hope that an early decision will be taken in the matter of enhancement of the subsidy payable to Scheduled Caste beneficiaries.

Survey

1.15. During the course of evidence, the Committee desired to know whether any survey had been made to find out the housing needs of the Scheduled Castes and Scheduled Tribes. The representative of the Planning Commission has stated that such a survey was made in 1961. A more specific study would be made in 1971 Census. The representative of the Department of Works, Housing and Urban Development has stated that 1961 Census covered all categories of population and not specifically Scheduled Castes and Scheduled Tribes. For the country as a whole—rural as well as urban areas—a census was made of the housing stock in the country.

1.16. The Committee note that the data regarding housing requirements of Scheduled Castes and Scheduled Tribes would be collected in 1971 Census. The Committee hope that detailed guide lines for collection of the above data have already been issued by the Government. In any case, the Committee would line that the Census in respect of housing for Scheduled Castes and Scheduled Tribes should be thorough and exhaustive.

CHAPTER II

PLAN PROVISIONS

FINANCIAL ALLOCATIONS AND PHYSICAL TARGETS

The financial and physical targets achieved in respect of the scheme of housing/house-sites, both under the Central and State Sectors programme, during the First, Second and Third Five Year Plans are as follows:

(Rs. In lakhs)

	Financial Targets				Physical Targets Achieved			
	Sch. Tribes		Sch. Castes		Sch. Tribes		Sch. Castes	
	Outlay	Expenditure	Outlay	Expenditure				
I Plan		46·99		12·24	Houses	1,706	Houses	1,689
					Model Villages	8	Families	1,398
					Families Ashram School	2,256	Bundles of CI sheets.	410
					Buildings	20		
II Plan	274·46	246·95	663·18	653·66	Houses/Huts	22,406	Houses	94,223
					Quarters	4	House sites	38,123
					House sites	107	Acres	581
					Families	4,171	Societies	22,167
					Persons		Families	7,664
					Colonies	28		
III Plan	101·62	104·93	744·62	514·98	Persons	1,879	Families/ Persons	22,612
					Families	10,122	Acres	883
					Houses	1,101	Houses	17,256
					Colony	1	Beneficiaries	2,590
					Inns	21	House-sites	50,059
							Municipalities	44

2.2. With regard to the provision made in the Fourth Five Year Plan on housing, the Department of works, Housing and Urban Development has stated in a written note furnished to the Committee.

"The Fourth Five Year Plan (1969—74) envisages a provision of Rs. 193.27 crores for housing in the States and Union

Territories. Since all the social housing schemes of Department of Works, Housing and Urban Development are now included in the State Sector, Central assistance for all State Sector programmes (including housing) is made available to the States in the shape of 'Block loans' and 'Block grants' without being tied to any particular scheme or development head. It is for the State Governments to utilise the block assistance for the various programmes in accordance with their own priorities and requirements. It is hoped that they would provide and utilise adequate funds for housing. It is also the responsibility of the State Governments to formulate their programmes within the framework of the various schemes and to implement them in areas where the need for housing is acute. The power to formulate, sanction and implement housing projects vests in the State Governments. The organisational inadequacy may be remedied to a large extent by the establishment of Statutory State Housing Boards. The Government of India have been constantly urging upon the State Governments to set up Housing Boards. There are now Housing Boards in nine States and one in one Union Territory. Besides, the Delhi Development Authority also discharges the functions of a Housing Board in the Union Territory of Delhi. It is expected that the other States etc. will also set up such Boards soon."

2.3. In a written note furnished by the Department of Social Welfare, it has been stated:

"Under the Centrally Sponsored Programme a provision of Rs. 3 crores has been made in the Fourth Five Year Plan for the composite scheme of 'Improvement of working and living conditions of sweepers and scavangers'. The provision is intended for the two continuing schemes, *viz.* (i) grant-in-aid to Municipalities/Local Bodies for the purchase of hand carts|wheel barrows etc. and (ii) Subsidy for the construction of houses for sweepers and scavengers and provision of house-sites to the members of Scheduled Castes who are (a) engaged in unclean occupations or (b) landless labourers. The State Governments have been advised to confine the housing scheme to urban and semi-urban areas and cover tanners and flayers besides sweepers and seavengers. Scheme-wise break-up of this provision of Rs. 3 crores has not yet been worked out. Besides this provision

of Rs. 3 crores under the Central Sector, provision has been made under the State Sector for the housing/house-site schemes for the Scheduled Castes and Scheduled Tribes."

2.4. State-wise/Union Territody-wise break-up of Rupees threee crores which has been provided under the Centrally Sponsored Programme in the Fourth Five Year Plan is as follows:

Name of the State/Union Territory	(Rs. in lakhs)
Andhra Pradesh .	20·00
Assam	30·00
Bihar .	20·00
Gujarat	7·00
Haryana	6·00
Jammu & Kashmir	7·00
Kerala	16·00
Madhya Pradesh .	20·00
Maharashtra	35·00
Mysore	4·00
Orissa	6·00
Punjab	7·00
Rajasthan .	13·00
Tamil Nadu	47·00
Uttar Pradesh	20·00
West Bengal	22·00
Nagaland	
Andamans & Nicobar Islands	
Chandigarh	
Dadra & Nagar Haveli	..
Delhi	6·00
Goa, Daman and Diu	1·00
Himachal Pradesh	8·00
Manipur	2·50
Tripura	1·50
Pondicherry	1·00
TOTAL	300·00

2.5. A statement giving the tentative provision made in the Fourth Plan under State Sector for housing for the Scheduled Castes and Scheduled Tribes is as follows:

Sl. No.	State/Union Territory	Outlay for the Fourth Plan (Rs. in lakhs)	
		Scheduled Castes	Scheduled Tribes
1.	Andhra Pradesh	25·00	12·00
2.	Assam	10·00	N.A.
3.	Bihar	No Scheme	No Scheme
4.	Gujarat	35·00	60·00
5.	Haryana	8·00	No. Sch. Tribes.
6.	Jammu and Kashmir	No Scheme	No Sch. Tribes.
7.	Kerala	74·50	14·19
8.	Madhya Pradesh	No Scheme	No. Scheme.
9.	Maharashtra	152·00 combined for S. C. & S. Tc.	
10.	Mysore	10·00	8·00
11.	Orissa	4·00	No Scheme
12.	Punjab	Composite Scheme for houses and wells.	No Sch. Tribes.
13.	Rajasthan	21·50	No. Sch. Tribes.
14.	Tamil Nadu	200·00	12·00
15.	Uttar Pradesh	50·00	5·00
16.	West Bengal	Scheme is there but no provision has been made	4·00
	Union Territories		
1.	Delhi	33·00	..
2.	Himachal Pradesh	11·00	1·10
3.	Tripura	0·90	1·50
4.	Manipur	1·00	5·00
5.	Goa, Daman and Diu	4·00	1·00
6.	Pondicherry	8·00	..
7.	Andmans & Nicobar Islands		0·70
8.	Laccadive, Minicoy & Amindive Islands	..	1·25

2.6. The following statement gives state-wise expenditure incurred and targets achieved in respect of the scheme for provisions of house

and house-sites for Scheduled Castes during the years 1966-67, 1967-68 and 1968-69 under the Central Sector:

Rs. in lakhs

Sl. No.	Name of the State/Union Territory.	1966-67		1967-68		1968-69		Remarks
		Expenditure	Targets achieved	Expenditure	Targets achieved	Expenditure	Targets achieved	
1	2	3	4	5	6	7	8	9
1	Andhra Pradesh .	Progress reports have not so far been received from the State Govt.						
2	Assam .	3·00	30 houses			1·00*	N.A.	*On composite schem
3	Bihar . .	4·87	405 houses	N.A.	405 houses	1·07	N.A.	
4	Gujarat	2·53	456 houses 40 sites	0·43	16 houses 4 sites	0·42	63 houses 8 sites	
5	Haryana	0·32	34 houses	0·09	10 house	0·60	67 houses	
6	Jammu & Kashmir .	Progress reports have not so far been received from the State Govt.						
7	Kerala .	2·71	N.A.	3·99	N.D.	0.50	**38 persons	**benefitted under composite scheme
8	Madhya Pradesh .	N.A.	N.A.	2·81	N.A.	0·26	600 houses	
9	Maharashtra .	5·64†	645 houses	5·01†	156 houses	4·35†	398 houses	†Includes expenditure incurred by State Govt. from own resources.

1	2	3	4	5	6	7	8	9
10	Mysore	0·26	7 houses	0·38	25 houses	0·81	71 houses.	
11	Orissa .	0·50	38 houses 28 sites	0·25	21 houses	0·25	12 houses.	
12	Punjab .	1·65	97 houses 371 sites	..	..	..	..	
13	Rajasthan . . .	4·24	N.A.	0·91	NA.	N.A.	N.A.	
14	Tamil Nadu . .	6·89	917 houses	0·98	118 houses	..	..	
15	Uttar Pradesh	0·90	N.A			N.A.	N.A·	
16	West Bengal . .	2·67	5 Municipalities given grant for constructon of houses 535 sites			1·43	1·43	6 Municipalties given grant for construction of the houses.

2.7. The following statement shows outlay, actual|anticipated expenditure incurred and targets achieved in respect of the scheme of housing|house-sites during the years 1966-67, 1967-68 and 1968-69 for Scheduled Castes under the State Sector:

(Rs. in lakhs)

Sl. No.	States/Union Territories	1966-67			1967-68			1968-69		
		Outlay	Expenditure	Targets achieved	Outlay	Expenditure	Targets achieved	Outlay	Expenditure (Anticipated)	Targets achieved
1	2	3	4	5	6	7	8	9	10	11
1	Assam . . .	..	..	..	0·50	0·50	258 houses	0·50	0·50	250 houses
2	Bihar	0·25	0·37	..	0·80	0·80	29 houses	0·30	0·29	70 houses
3	Gujarat .	(included in the statement of Scheduled Tribes)								
4	Haryana .	..	..	..	1·10	1·10	122 houses	1·20	1·20	133 houses
5	Kerala . .	1·28	1·04	45 houses	2·50	2·79	95 houses	2·28	3·32	151 houses
6	Madhya Pradesh	——No programme——								
7	Maharashtra	(included in the statement of Scheduled Tribes)								
8	Mysore .	..	..	..	0·50	0·62	68 houses	1·0	0·82	102 houses
9	Orissa]	N.A.	0·37	N.A.	N.A.	0·80	29 houses	N.A.	0·29	82 houses
10	Punjab .	N.A.	0·32	35 houses	NA.	0·10	11 houses	N·A.	0·10	11 houses
11	Tamil Nadu	..	..	..	..	..	..	N.A.	1·80	N.A.
12	West Bengal .	..	..	..	0·50	0·33	144 families	..	..	..

(Rs. in lakhs)

1	2	3	4	5	6	7	8	9	10	11
13	Dadra & Nagar Haveli (included in the satement of Scheduled Tribes)									
14	Delhi . .	2·00	2·00	189 houses	2·00	1·99	242 houses	2·00	1·96	300 houses
15	Himachal Pradesh	1·00	2·01	298 families	1·15	2·95	290 families	0·60	2·12	335 families
16	Manipur . (incuded in the statement of Scheduled Tribes);									
17	Tripura . .	..	..	..	0·20	0·20	66 families	0·20	0·20	66 families
18	Pondicherry .	0·92	0·92	90 familes	0·73	0·97	290 families	1·10	0·95	..

Notes: 1. No programme in the States of Andhra Pradesh, Uttar Pradesh and Goa. The State Governments of Andhra Pradesh and Uttar Pradesh did not execute any housing schemes during 1966—69 due to financial stringency. The Scheduled Castes and Scheduled Tribes were notified in Goa only in Goa only in 1968 and thus the question of having separate housing schemes for them does not arise.

5. Replies awaited from the States of J & K. and Rajasthan.

3.8. The following statement shows outlay, actual/anticipated expenditure incurred and targets achieved in respect of the scheme of housing/house-sites during the years 1966-67, 1967-68 and 1968-69 for Scheduled Tribes under State Sector*:

Sl. No.	States/Union Territories	1966-67			1967-68			1968-69		
		Outlay	Expenditure	Targets achieved	Outlay	Expenditure	Targets achieved	Outlay	Expenditure (anticipated)	Targets achieved
1	2	3	4	5	6	7	8	9	10	11
1	Andhra Pradesh	0·53	0·53	106 houses	0·33	0·31	66 houses	1·00	1·00	200 houses
2	Assam	..	..	..	5·00	2·55	24 houses	4·00	2·43	25 houses
3	Bihar	0·25	0·25	20 units	0·40	0.40	59 houses	0.20	0.20	6 houes
4	Gujarat . .	12·00	6·74	802 families 81 societies	8·50	8·69	688 families	23·00	7·20	1152 families 29 societies
5	Kerala	0·91	0·56	15 houses	2·05	1·64	45 houses	0·90	1·15	82 houses
6	Maharashtra .	(Total Expenditure 52·42 and Targets achieved 2343 houses)								
7	M.P.	No programme								
8	Mysore .	0·40	2·29	54 houses	0·45	0·98	193 houses	0·45	0·46	40 houses
9	Orissa .	N.A.	0·25	20 houses	N.A.	0·40	59 houes	N.A.	0·20	6 houses
10	Tamil Nadu	0·80	0·80	253 houses	1·35	1·21	207 houses	1·02	1·02	225 houses
11	West Bengal . .	0·50	0·50	205 families	..	..	..	..	..	..

*As stated in Chapter I, there is no housing/house-site scheme for the scheduled Tribes under the Centrally Sponsored Programme.

1	2	3	4	5	6	7	8	9	10	11
12	Andaman & Nicobar	0·05	0·01	..	0·92	0·02	..	0·11	0·16	..
13	Dadra & Nagar Haveli	0·55	0·40	72 houses	0·55	0·27	41 houses	0·34	0·20	9 houses
14	Himachal Pradesh	0·74	1·07	180 families	0·60	1·07	128 families	0·20	1·19	154 families
15	Laccadives	0·50	0·22	3 houses	0·20	0·09	5 houses	0·13	0·05	10 houses
16	Manipur .	0·90	0·81	141 houses	0·15	0·14	22 houses	0·80	0·71	97 houses
17	Tripura .		..	..	0·25	0·25	82 families	0·60	0·60	200 families

NOTE : No programme in the States of Uttar Pradesh and Goa. Reply awaited from the State of Rajasthan, both for Scheduled Castes and Scheduled Tribes.

2.9. The provisions made for housing|house-site schemes for Scheduled Castes and Scheduled Tribes during 1969-70 are as follows:

(Rs. in Lakhs)

Sl. No.	State	Scheduled Castes		Scheduled Tribes	
		Outlay	Anticipated expenditure	Outlay	Anticipated expenditure
1	2	3	4	5	6
1.	Andhra Pradesh	5·00	N.A.	1·00	1·00
2.	Assam	2·00	2·00	1·96	N.A.
3.	Bihar	No Programme.			
4.	Gujarat .	5·00	5·00	8·70	8·70
5.	Haryana . .	1·20	1·20		
6.	Jammu & Kashmir .	No Programme.			
7.	Kerala	1·75	3·65	1·20	1·91
8.	Madhya Pradesh	No Programme.			
9.	Maharashtra .	30·40 (combined for S.Cs. and S.Ts.)	8·59	See Col. 3	6·56
10.	Mysore .	1·50	1·50	0·45	0·45
11.	Orissa	0·30	0·30		
12.	Punjab .	No Programme.			
13.	Rajasthan	0·50	0·50	..	..
14.	Tamil Nadu	20·00	N.A.	1·00	N.A.
15.	Uttar Pradesh .	1·00	1·00	1·00	1·00
16.	West Bengal	No Programme.			
	Union Territories				
1.	Delhi . .	2·50	2·50	..	..
2.	Himachal Pradesh . .	No Break-up available. Included in the total Annual Plan of Rs. 8·00 lakhs recommended to the Planning Commission.			
3.	Tripura	0·30	0·30	..	..
4.	Manipur . . .	0·20	0·20	1·00	1·00

(Rs. in Lakhs)

1	2	3	4	5	6
5.	Goa, Daman & Diu .	0·80	0·80	0·25	0·25
6.	Pondicherry . .	0·25	0·25	..	..
7.	Andaman & Nicobar Islands . .			0·05	0·05
8.	Laccadive, Minicoy and Amindive Islands	..	..	0·25	0·25

2.10. The following allocations have been made to the States/Union Territories for the year 1970-71 under the Centrally Sponsored Programme:

States	(Rs. in lakhs)
Andhra Pradesh	4·00
Assam	6·50
Bihar	3·75
Gujarat . . .	1·25
Haryana	1·25
Jammu and Kashmir . .	1·50
Kerala	3·50
Madhya Pradesh	3·75
Maharashtra	8·00
Mysore	0·75
Orissa	1·25
Punjab	1·35
Rajasthan	2·55
Tamil Nadu	9·50
Uttar Pradesh	4·00
West Bengal	4·30
Nagaland	..
Total (States) .	57·30
Union Territories	
Delhi	1·25
Goa, Daman and Diu	0·25
Himachal Pradesh	1·60
Manipur	0·50
Pondicherry . . .	0·15
Tripura	0·30
Total (U. Ts.)	4·05
Grand Total .	61·25

2.11. During the course of evidence, the representative of the Planning Commission has apprised the Committee of the reasons for the shortfall in expenditure during the Third Five Year Plan. It has been stated that some dislocations in the construction of houses in the urban areas had occurred due to the Chinese and Pakistani aggressions. Many of municipalities had actually taken up the construction programme, but, in the wake of measures for meeting the Chinese and Pakistani aggressions, they were prevented from proceeding further with the construction work.

2.12. The Committee pointed out to the witness that from the statement furnished by the Department of Social Welfare, it was noticed that during the First Five Year Plan, a sum of about Rupees forty seven lakhs was spent on the construction of 3962 houses (i.e. 1706 houses plus 2256 families) 20 Ashram School buildings etc. for Scheduled Tribes. From these calculations, the cost of construction of a house came to about Rs. 1,186. The representative of the Planning Commission has stated that in the First Five Year Plan, the scheme for housing did not come into operation but it came into effect slightly at a later stage. In the Second Plan period, money was utilised in small schemes like putting up wells. So each unit of house required in a way a small amount of money in each phase. So, it would not be correct to say that all the houses were built in its entirety out of the amount of Rs. 46.99 lakhs for Scheduled Tribes during the First Five Year Plan. In many cases, only replacements or repairs were carried out. He has added that the schemes were later on completely changed in the Second Plan because the State Governments found that the money was not spent properly. It came under further scrutiny during the Third Plan period.

2.13. The Committee enquired whether any standard proforma had been devised which could be followed by the States and a uniform standard of work could be carried out by the States. The representative of the Department of Social Welfare has stated during evidence that in July, 1962 a letter was issued to the State by the Ministry of Home Affairs indicating the guide lines for the construction of houses. (Appendix II)

2.14. The Committee asked whether any guide lines regarding the type or size of houses to be constructed for Scheduled Castes and Scheduled Tribes had been issued by the Department of Social Welfare. The representative of the Department of Social Welfare has stated during evidence:

"The Social Welfare Department comes into the picture only with regard to certain priority items relating to the Sche-

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duled Castes. In the latter part of the Third Plan, and also in the Fourth Plan, the emphasise has been primarily, so far as the Central Sector is concerned, to focus attention on the sweepers and scavengers for whom a composite scheme has been made with the total capital outlay of Rs. 3.0 crores. So far as this Department is concerned, now this is a scheme which may be said to be most satisfactory. Otherwise, the scheme of housing for Scheduled Castes and Scheduled Tribes giving them houses or house sites will form part of the State Sector programme. And these guide-lines which have been given in 1962 are still there as guide-lines and they become part and parcel of an integrated housing scheme of each State Government."

2.15. The Committee enquired how it was ensured by the Department of Social Welfare that the money allotted by the Central Government was actually utilised by the States for the purpose for which it was given. The representative of the Department of Social Welfare has stated during evidence:

"Our source of information as to what the State Governments have done in this regard is either the State Governments directly who reply to questions that we ask or the five Zonal Offices which we have got. They give information from time to time explaining the progress made in various schemes. These are the two sources for us primarily of understanding the progress made. We also do get the figures connected with finance. For instance in the Third Five Year Plan, about 79 per cent to 80 per cent of the funds had been utilised. This is a broad picture that emerged. Because of the vastness and spread of the scheme, there is no detailed evaluation made so far as to how it is made use of in specified areas and how many houses have been constructed in a particular area."

2.16. Asked whether any random check had been made to find out whether the money had been properly utilised and that the States had not diverted the money to some other projects, the representative of the Department of Social Welfare has stated during evidence:

"The Zonal Directors, as well as the Deputy Directors under them, go round and they do inspect each and every place to find out whether new constructions or new colonies have taken place therein. If there is any major deviation

from the guide lines suggested or if there is anything that is worth bringing to the notice of the State Governments, they do that automatically. That is a part of their function."

2.17. In reply to a question, the representative of the Department of Social Welfare has stated that as soon as they come to know of the shortfalls in expenditure by various State Governments, they take up the matter with the State Governments concerned so that such shortfall does not take place in the next year.

The representative of the Planning Commission has added:

"The Planning Commission is not the enforcing authority. But, for your information, I would submit some of the small steps that we have taken to ensure utilization of the money.

One is, apart from the statistics that we have from the Department of Social Welfare, and some others, we have two Divisions: One is the Social Welfare Division specifically for backward classes, Scheduled Castes, and the other looks after the housing schemes of these groups.

Then we have the annual plan discussions. The question of shortfall in expenditure is very elaborately discussed in the working group at least once a year. Also, the Planning Commission's members discuss this directly with the Chief Ministers and their advisers. When there is some shortfall and when there is some diversion of money, it is taken up with the Chief Ministers."

2.18. The Committee pointed out that although the Governments of West Bengal and Tamil Nadu had not incurred any expenditure on housing scheme in the Central Sector during the years 1967-68 and 1968-69 respectively, Rs. 47 lakhs had been allotted to Tamil Nadu and Rs. 22 lakhs to West Bengal out of the Rs. 3 crores which has been provided under the Centrally Sponsored Programme in the

Fourth Plan. The representative of the Planning Commission has stated:

> "If a State comes and says that they will be able to spend this money and the others say that they cannot spend, naturally it goes to the State, who says that they will be able to spend."

2.19. The representative of the Planning Commission has further stated:

> "The Planning Commission has allotted Rs. 3 crores. As you will see from the Fourth Plan Report, it does not cover the entire Scheduled Caste people but only those who are working in unclean occupations. The Working Group took into consideration three factors while alloting money for house sites for the sweepers and scavengers. The three criteria which have been adopted in determining the amounts were the population, performance of each State in the past and the needs of each State put forward by them. Maybe, as a result of review, certain States might have got more while certain other States might have got less. These might be looked into only at the time of discussion of the annual plan of each State. If any error crept in that may be rectified at that stage. Any way these are the three factors on which basis the allocation has been made.
>
> So far as these allocations in the State Plan are concerned, I should say that the figures are tentative and they get changed from time to time during the course of the year. As you are aware, the entire money given to a State is in the form of block loan and block grant. And they have the option to change the allocation from one sector to another and within each sector according to the schemes as they like except in cases of earmarked sector and projects, There our role is in the capacity of advising them about diverting the money from one head to another or by diverting it from one scheme to another. The physical targets will have to be achieved as are envisaged. Many a time the State Governments listen to our advice when a problem is acute and when it is brought to their notice. And efforts are also made both by the Ministry as well as the Planning Commission through their Programme Advisers to bring that to the notice of the State Governments not to disturb the allocation. Where in a particular State, it is felt that the things are not going quite right, we, from the Planning

Commission tour the States and try to persuade them to do their best."

2.20. Asked to state specifically the basis on which allocations have been made to different States, the representative of the Department of Social Welfare has stated:

"We do not have any formula at all. Actually the question was considered by the Working Group and the Working Group recommended that the outlay should be Rs. 4.5 crores under the Fourth Plan. Now on those recommendations, the Working Group also gave a certain break-down and these break-down figures are not arithmetically based on the population in a State. Things like the size of the State Plan, total population of the State, number of Scheduled Caste people in a particular State, resources of the State, the cost of providing housing facilities and various other schemes come under this head. That is why the Working Group was asked to go into the whole question. Accordingly, they gave a certain break-down for Rs. 4.5 crores and later on, the actual resources came to only Rs. 3 crores for allotment to this sector. Therefore, the State Programmes were curtailed more or less proportionately. At first, for Maharashtra, the recommendation was Rs. 56 lakhs and for U.P. it was Rs. 30 lakhs and later on when the resources came down to Rs. 3 crores, it was reduced to a particular figure."

2.21. At the instance of the Committee, the Department of Social Welfare has furnished the following note stating the basis on which funds are allocated for housing|house-site schemes to State Governments|Union Territory Administrations:

"Under State Plan Schemes, for the Welfare of Backward Classes, the State Governments|Union Territory Administrations propose the welfare schemes with outlays and physical targets to be achieved during the plan period and in a particular year. The schemes and outlays are discussed in the working group meetings consisting of representatives from the Planning Commission, Commissioner for Scheduled Castes|Tribes, State Government concerned and the Department of Social Welfare and other Central Ministries, if necessary. The working groups after discussing the proposals of the State|Union Territory Governments suggest annual plan outlay taking into consideration the resources available, capacity of the State Governments to incur expenditure, performance during the earlier years and the

importance or priority of the scheme. The working group reports in respect of the various Sectors of the Plan are considered by the Planning Commission and discussions are held with the concerned State Chief Minister and the Annual Plan outlays for the State are fixed. The State Government will then distribute the outlay between the schemes approved by the working group increasing or decreasing the outlay on the basis of final outlay approved by the Planning Commission.

During the Fourth Plan, the Centre gives block assistance to State Governments and no special assistance is given for particular schemes in the State Sector."

2.22. In reply to a question about the *raison dietre* for the change in the pattern of financial assistance to the States during the Fourth Plan period, the representative of the Department of Works, Housing and Urban Development has stated during evidence:

"The change in the pattern of financial assistance in the Fourth Plan is the result of the deliberations of the National Development Council. It was a deliberate decision taken in consideration of the feeling among the States that there should be fewer Centrally Sponsored or earmarked schemes and that much greater authority in the formulation and execution of the schemes should vest with the State Governments themselves. This was a decision taken by the National Development Council."

2.23. In reply to another question, the representative of the Department of Works, Housing and Urban Development has stated:

"In so far as the Works, Housing and Urban Development Department is concerned, ours is a general housing programme. We do not specifically earmark or allocate funds for Scheduled Castes and Scheduled Tribes, though we do advise the States to utilise certain resources for the benefit of those classes. The Department of Social Welfare has certain Centrally Sponsored Schemes for the Scheduled Castes and Scheduled Tribes but in my Department we handle only the general housing schemes."

2.24. The Committee enquired whether, in order to accord special considerations to Scheduled Castes and Scheduled Tribes, the Department of Works, Housing and Urban Development would like to

effect any changes in their housing policy. The representative of the Department of Works, Housing and Urban Development has stated:

> "To the extent that we have control, we have done it. For example, in Delhi we have provided that in all land development schemes 15 per cent of the plots should be earmarked on a no profit-no loss basis for Scheduled Castes and Scheduled Tribes. Similarly, in all the shops that Government builds, we reserve a certain percentage for Scheduled Castes and Scheduled Tribes. In Government accommodation also we have earmarked a certain percentage specifically for the benefit of these classes. So, where we have authority to act, we have certainly taken this matter into consideration; we have taken certain steps. But in the case of States, we are not in a position to issue orders."

2.25. The Committee asked about the amount earmarked for housing schemes for Scheduled Castes and Scheduled Tribes out of Rs. 193.27 crores provided in the Fourth Five Year Plan for general housing scheme. The representative of the Department of Works, Housing and Urban Development has stated during evidence that no part of this amount has been earmarked for Scheduled Castes and Scheduled Tribes. The whole amount is for general housing schemes. He has added:

> "In the Department of Works, Housing and Urban Development we have not approached this problem on the basis of making special provisions for Scheduled Castes and Scheduled Tribes except to the extent I mentioned earlier that we have advised the State Governments in respect of Low Income Group Housing Scheme to induce municipalities and others to appropriate certain moneys for scavengers and sweepers but our allocation or rather the plan allocation does not provide specifically for any amount for Scheduled Castes and Scheduled Tribes."

2.26. The Committee enquired whether there was any guarantee that out of this amount, any particular amount would be spent on housing schemes meant for the Scheduled Castes and Scheduled Tribes. The representative of the Department of Works, Housing and Urban Development has stated: "There is no guarantee."

2.27. In a written note furnished to the Committee, the Department of Works, Housing and Urban Development has stated:

> "During the Fourth Plan period, Central assistance is being made available to State Governments in the shape of "Block Loans" and "Block Grants" for all State Sector programmes (including housing) taken together, without being tied to any particular scheme or development head. The State Governments are free to utilise the assistance for different development programmes, at their discretion, in accordance with the local requirements. This procedure, which has been introduced in accordance with the decision of the National Development Council, does not permit any Central interference in the matter of allocation of funds to any particular scheme or any particular community etc."

2.28. The Committee enquired whether it would not be desirable to provide earmarked grants to the States instead of making available to them block grants without being tied to any particular scheme or development head. The representative of the Planning Commission has stated during evidence:

> "Particularly in this sector, a great deal of discretion has to be left to the State Governments themselves. After allocation of funds, all these schemes are left to be executed according to their plans. So, it will be very difficult to obtain any information without the cooperation of the State Governments, but I think if some amount is earmarked, it may be useful."

2.29. The Committee enquired whether, during the Fourth Five Year Plan, Government proposed to launch any comprehensive scheme for giving developed house-sites to the landless Scheduled Caste persons and also to those engaged in unclean occupations, like sweeping, scavenging, tanning and flaying. The representative of the Department of Social Welfare has stated:

> "The scheme of giving subsidy to sweepers and scavengers for construction of houses is being continued in the Fourth Plan as part of the Scheme for improvement of working and living conditions of the sweepers and scavengers and provision of house-sites to the Scheduled Castes who are engaged in unclean occupations and others. The scheme of giving the subsidy for construction of houses under the scheme has been extended during the Fourth Five Year

Plan. The provision of Rs. 3 crores available in the Backward Classes sector for the above-mentioned scheme is primarily intended for providing housing to scavengers and sweepers, and this scheme will be applicable only to the Scheduled Castes, *i.e.* to certain sections of Scheduled Castes, such as, sweepers, scavengers."

2.30. In a written note furnished to the Committee, the Department of Works, Housing and Urban Development has stated:

"It was recommended by the Conference of Ministers of Housing and Urban Development, held at New Delhi in January, 1970, that the State Governments should consider the feasibility of conferring home-stead rights on landless labour who are in temporary occupation of land as house-sites, through suitable legislation. This recommendation was reiterated at the meetings between the State Housing Ministers and the Members of the Consultative Committee of the Parliament attached to the Department of Works, Housing and Urban Development held at New Delhi, in January, 1970 and again at Jaipur in July, 1970. The State Governments have been requested to consider this question. If this recommendation is accepted and implemented by the State Governments, it will be of considerable benefit to the members of Scheduled Castes and Scheduled Tribes, a large majority of whom fall under the category of landless labour. Implementation reports are awaited from the States."

Quotas for Scheduled Castes and Scheduled Tribes in Housing Schemes

2.31. In reply to a question whether any quota is fixed for the allotment of house-sites and shops to the Scheduled Castes and Scheduled Tribes in the new colonies being set up by the Central/State Governments, the Department of Works, Housing & Urban Development has furnished a written note stating:

"The Department of Works, Housing and Urban Development have formulated a number of housing schemes. All of them, invariably, aim at the establishment of self-contained integrated colonies catering for beneficiaries of different income groups, without consideration of caste and creed.

The various social housing schemes of this Department do not provide any specific quotas for allotment of house-sites

houses to Scheduled Castes and Scheduled Tribes. These schemes are detailed below:—

(i) Integrated Subsidised Housing Scheme for Industrial Workers and Economically Weaker Sections of Community.

(ii) Low Income Group Housing Scheme.

(iii) Subsidised Housing Scheme for Plantation Workers.

(iv) Slum Clearance|Improvement Scheme.

(v) Village Housing Projects Scheme.

(vi) Middle Income Group Housing Scheme.

(vii) Rental Housing Scheme for State Government Employees.

(viii) Land Acquisition and Development Scheme. However, these Schemes enjoin upon the State Governments etc. to give priority to persons in the lower income brackets in the allotment of houses and house-sites. Since a proportion of such low income families belong to Scheduled Castes|Scheduled Tribes, it is presumed that this particular category received adequate benefits under these schemes.

It may be mentioned that the Village Housing Projects Scheme specifically enjoins upon the State Government to give preference, *inter alia*, to villages having substantial population of Scheduled Castes|Tribes, while selecting villages for development under the Scheme.

However, as far as the 'Scheme of large scale acquisition, development and disposal of land in Delhi' is concerned, 15 per cent of residential plots are reserved for allotment to eligible Scheduled Castes and Scheduled Tribes.

As somewhat similar reservations, upto 5 per cent of vacancies, has been allowed for Scheduled Castes and Scheduled Tribes Central Government employees in types II and III quarters in the housing colonies built by this Department

in general pool accommodation, at Delhi|New Delhi. Besides, 12.8 per cent of all new shops built in Delhi are reserved for Scheduled Castes and Scheduled Tribes."

2.32. The Committee regret that the problem of housing for Scheduled Castes and Scheduled Tribes has not been given the attention that it deserves even after 23 years of Independence and completion of three Five Year Plans. The Committee note that a sum of Rs. 193.27 crores has been provided in the Fourth Five Year Plan for housing in the States and Union Territories. They regret to note that a provision for a paltry sum of Rs. three crores only has been made for the Composite Scheme of "Improvement of working and living conditions of sweepers and scavengers" under the Centrally Sponsored Programme in the Fourth Five Year Plan. In their opinion, this amount is grossly inadequate to meet the housing needs of sweepers and scavangers.

2.33. The Committee note that apart from the composite scheme of "Improvement of working and living conditions of sweepers and scavengers" there is no scheme under the Centrally Sponsored Programme in the Fourth Five Year Plan for providing housing and house-sites for Scheduled Castes and Scheduled Tribes only. The Committee need hardly emphasise that the first and foremost task in the improvement of living conditions of Scheduled Castes and Scheduled Tribes is the provision for housing|house-sites to them and, for this purpose, substantial financial assistance is needed. The Committee would, therefore, suggest that Government may consider the feasibility of having a separate scheme for providing housing and house-sites to Scheduled Castes and Scheduled Tribes or earmarking a specific percentage out of the amount of Rs. 193.27 crores which has been provided in the Fourth Five Year Plan for general housing scheme for provision of housing|house-sites to Scheduled Castes and Scheduled Tribes.

2.34. From the break-up of Rs. 3 crores allocated to States|Union Territories under the Centrally Sponsored Programme in the Fourth Five Year Plan, the Committee find that funds have not been allotted to the State equitably or proportionately. They desire that in order to avoid disparity and criticism from States, some definite procedure and tangible criteria should be devised for allocation of funds to the States/Union Territories.

2.35. The Committee are also surprised to find that the actual number of houses constructed during the First, Second and Third

Plan periods is not shown in the Statement furnished by the Department of Social Welfare. As stated during evidence, in many cases only replacements or repairs of houses were carried out and in some cases only some wells were sunk. The Committee also find from that Statement that in some cases the number of beneficiaries has been shown as number of persons and in some cases as number of families. This creates confusion and does not give a clear picture. The Committee desire that complete statistics about the number of new houses constructed, the number of old houses repaired, number of persons benefited etc. may be collected by the Department of Social Welfare from the State/Union Territories and mentioned in the Annual Report of the Department.

2.36. The Committee would also like to be informed whether the State Governments have taken any decision, as recommended by the Conference of Ministries of Housing and Urban Development held in January, 1970, to confer home-stead rights on landless labourers, who are in temporary occupation of land as house-sites, through suitable legislation. The Committee hope that the State Governments will take an early and favourable decision in the matter. This would benefit the Scheduled Castes and Scheduled Tribes to a large extent.

Diversion of Funds

2.37. In a written note furnished to the Committee, the Department of Social Welfare has explained the reasons why no expenditure was incurred by the Government of West Bengal during 1967-68 and by the Government of Tamil Nadu during 1968-69 on housing house-site schemes and why achievements of Punjab and Kerala were not available in 1967-68 and 1968-69. It has been stated therein:

> "*West Bengal*: Originally an amount of Rs. 1.00 lakh was allotted to the State Government during 1967-68 for the composite scheme of improvement in working and living conditions of sweepers and scavengers, etc. Later, the State Government proposed diversion of this allotment to other Centrally Sponsored Scheme. This proposal was accepted. Accordingly, no provision was left during 1967-68 for the scheme of improvement in working and living conditions of sweepers and scavengers etc. so far as the State of West Bengal was concerned.

Tamil Nadu: According to the report received from the State Director of Harijan Welfare, the State Government contemplated to revise the pattern of financial assistance governing the scheme. The revision could not be finalised during the year 1968-69. As such the amount placed at the disposal of the Director was surrendered.

Punjab: Allocations of Rs. 0.35 lakh and Rs. 1.00 lakh were made to the Government of Punjab during the years 1967-68 and 1968-69 respectively for the composite scheme of improvement in the working and living conditions of sweepers and scavengers, etc. The entire allocations were utilised by the State Government on provision on wheel barrows, etc. to scavengers.

Kerala: The expenditure during 1967-68 exceeded the allocation for the composite scheme. The State Government have not furnished necessary information regarding physical targets achieved during 1967-68. As regards the year 1968-69, the allocation for the scheme was fully utilised thereby benefiting 38 persons. The nature of benefit accured to those persons has not been indicated by the State Government."

2.38. The Committee pointed out that originally an amount of rupees one lakh was allotted to the Government of West Bengal during 1967-68 for the scheme of improvement in working and living conditions of sweepers and scavengers. Later, the State Government proposed diversion of this allotment to another Centrally Sponsored Scheme and this proposal was accepted. When asked why this diversion of funds was permitted, the representative of the Department of Social Welfare has replied:

"The provision that we made represents what may be called 75 per cent outright grant and 25 per cent has to be forthcoming from the State Government. Now, the State Government in turn gives this work to the various municipalities who are concerned, first of all, to find out proper housing sites and then to make the necessary construction for the sweepers and scavengers. Now, it often happens that for one reasons or the other the municipalities which are autonomous bodies do not always get the necessary construction done by the time the financial year is about to end. In such situation the State Governments have

taken up the question of diverting the funds to other channels because these could not be utilised for the purpose for which these were sanctioned. The municipalities have in many places mentioned their difficulties of getting the housing sites or sufficient land and also of getting sufficient credit in order that they may put up these quarters.

Then again, there have been instances where we have prescribed Rs. 2000 as the total cost of a house. It may be that in many municipalities, the amount of Rs. 2000 was not sufficient, because the municipalities are not interested to put up quarters in the urban areas. Also, in the urban areas, the land price and also the price of raw-materials for construction vary from place to place. The very fact that we have accepted some of the diversions may be understood in this way that we were convinced that there was no other way for them to utilise funds because the extent to which the State Government can compel a municipality to perform on some of these matters is understandably somewhat limited."

He has added:

"In West Bengal this diversion took place for a scheme for the Scheduled Tribes where they did not have the tribal blocks and they had to find funds for Scheduled Tribes. It was not for the general sector that this diversion was permitted."

2.39. When asked why there is very meagre allocation for housing for Scheduled Tribes in the Fourth Five Year Plan, the representative of the Planning Commission has stated:

"The National Development Council found that the scheme for housing for Scheduled Tribes was not working very well. The Commissioner for Scheduled Castes and Scheduled Tribes in his annual report for 1960-61, mentioned that the Scheduled Tribes have their own ways of living and so construction of houses was given lower priority. It was proposed to build colonies in some selected areas by providing house-sites and building materials. In other areas, the State Government provided housing materials to the Scheduled Tribes at concessional rates or free from

local forests. As a result of this, the National Development Council decided that as a departure from the Third Five Year Plan, there should be no large scale allocation for housing for the Schedule Tribes, but all the same there have been small allocations. If I may speak out of turn, I think, so far as Planning Commission is concerned, the Department of Social Welfare is the authority to discuss with the State Governments what scheme is regarded as a composite scheme. Taking advantage of the word 'composite', many States divert funds which are really marked for the members of the Scheduled Castes and that fund is given to others. For instance, in the case of Tamil Nadu the money, which was sponsored for the members of the Scheduled Castes in 1969-70 during the Plan discussions, was diverted. This is a State subject. The Central Government has very little control over it. It is either given to the other backward classes, but it is not spent on the members of the Scheduled Castes and Scheduled Tribes. We have a feeling as a result of the discussion that we had with the State Governments that the Department of Social Welfare finds it hard that the money is not spent for the purpose as in Tamil Nadu. The Planning Commission feels that the greater part of it has been diverted to the housing of others instead of Scheduled Castes. Similar is the case in West Bengal. This was first of all accepted by the Government as for Scheduled Castes but in the composite scheme it was given over to slum clearance and housing of other backward classes. This is very difficult to check as I doubt whether the Department of Social Welfare has adequate powers to check it or to prevent it. After all it is a State subject."

On being asked whether the Planning Commission had evolved any procedure to check the diversion of funds to any other scheme, the representative of the Planning Commission has stated:

"The Planning Commission is not really an imposing authority. It is not the authority on every scheme. But the Planning Commission has, all the time and every year during the Annual Plan discussions, protested against the States tendency to divert all sorts of unspent balances. The Planning Commission has always frowned upon under-spending. But it has responsibility to a very limited extent and that is with regard to the Centrally Spon-

sored Schemes. So far as the State schemes are concerned, and if the State comes and says that it does not find the land and other amenities, and so 'let us divert to the composite sector,' I think, then the Planning Commission, can make little effective objection. Although, the Planning Commission, as the records will show always protested against the diversion of funds, particularly of the funds allotted for the backward classes and Scheduled Castes and Scheduled Tribes. So far as the State sector is concerned, it is getting increasingly difficult for the Planning Commission even to remostrate with the State Governments that they cannot divert. They come with some excuses, and they say that it is more immediate and so the inter-sectoral diversion takes place."

He has added:

"Even from the Department of Statistics, we do not get satisfactory statistics of how much money has been spent on what scheme and whether the spending has been scheme-wise as laid down. This is becoming really difficult, and I think this is no matter of mutual recrimination. I think serious notice should be taken of it."

2.41. The Committee are distress to find that a number of States have diverted funds allotted by the Central Government to them for the improvement of the working and living conditions of sweepers and scavengers. It is all the more surprising that the Central Government agreed to such diversion of funds. The Committee are convinced that had there been proper planning or proper check, there would not have been any difficulty in spending the money, meagre though it was, for the purpose for which it was allotted. They are sorry to note that due to lack of proper planning and proper checks a number of welfare schemes meant for improvement in the working and living conditions of the sweepers and scavengers could not be implemented.

2.42. The Committee desire that Government should give a serious thought to this problem and find out ways and means to ensure that such diversion of funds does not take place in future.

Housing Boards

2.43. The Committee asked in what way the Housing Boards already set up had facilitated the implementation of the housing programmes in the different States. The representative of the Department of Works, Housing and Urban Development has stated during evidence:

> "The implementation of housing programmes through Housing Boards has a greater degree of flexibility in regard to budgeting and utilisation of the resources. These Boards are not limited by the budgetary practices which ought to be observed by Government Departments in regard to either the appropriation of money or to their application over a period of time. There is, therefore, firstly this flexibility in the application of resources. Secondly, the Housing Boards are also able to cooperate from the purely administrative point of view in an easier manner than Government Departments because they are not inhibited by the rules and regulations as regards procedures, approval, sanction etc. that Government Departments have to follow. These are the advantages of flexibility and ease of operation which also distinguish for example a Government company from a Government Department in the matter of operation. On the whole it has been found that it is easier to execute the housing programmes through the agency of Housing Boards than directly through Government Departments. This has also been appreciated by the State Governments, who themselves have increasingly resorted to the practice of setting up statutory Housing Boards in their jurisdiction."

2.44. It has been stated by the witness that Housing Boards have been entrusted with the programme of housing for the industrial workers, low income group, etc.

2.45. The Committee asked which of the States had not so far set up Housing Boards. The representative of the Department of Works, Housing and Urban Development has replied that Housing Boards have not been set up in Assam, Bihar, Haryana, Jammu and Kashmir, Kerala, Punjab, West Bengal and Nagaland. He has added that in some of the States, legislation for the setting up of the Housing Boards was on the anvil. On being asked in what way the Housing Boards already set up had facilitated the implementation of the housing programmes in the different States, the representative of

the Department of Works, Housing and Urban Development has stated that no assessment has been made by the Central Government. Some of the State Governments have themselves evaluated the progress of Housing Boards.

2.46. Asked, whether any financial grants are given by the Housing Boards to the co-operative for housing of the Scheduled Castes and Scheduled Tribes, the representative of the Department of Works, Housing and Urban Development has stated that the Housing Boards do not give any grant or loan. Loans are given by the State Governments direct to the co-operatives. Housing Boards are concerned with the execution of the projects.

2.47. Describing the activities of the Housing Boards, the representative of the Department of Works, Housing and Urban Development has added that all the activities of the Housing Boards are confined to the urban areas. Asked, whether there was reservation for the Scheduled Castes and Scheduled Tribes in the housing programmes, the representative of the Department of Works, Housing and Urban Development has stated:

> "Not in the execution of the schemes by the Housing Boards, but in the concept of some of these schemes, for example our recommendations to the State Governments have been that approximately 7½ per cent of the resources should be reserved or appropriated for the benefit of the low income groups, especially the sweepers and scavengers amongst Municipal employees, but whether in fact this has been done or not is not very clear.

2.48. The Committee enquired whether the Department of Works, Housing and Urban Development had any machinery to check that the recommendations made by that Department were implemented by the State Governments. The witness has replied:

> "No, Sir, We are concerned with certain income groups generally rather than with Scheduled Castes and Scheduled Tribes as such. We try not to distinguish between one and other."

2.49. The Committee desired to know whether, instead of making recommendations, directive could be issued by the Central Gov-

ernment. The representative of the Department of Works, Housing and Urban Development has stated during evidence:

> "It will be difficult to issue any directive because this housing programme rests entirely in the State sector. The Central Government is only in the position of adviser or guide. We have no power now, from the Fourth Plan onwards, to give any directive as to how this may be done. But we from time to time, been urging upon the State Governments and advising them to make use of (*i.e.* approximately 7½ per cent of the resources should be reserved or appropriated for the benefit of the low income groups specially the sweepers and scavengers amongst Municipal employees) recommendation. I am sorry to say that we have no information readily available to say to what extent actually this has been implemented by the States."

2.50. The Committee note that a number of State Governments have set up Housing Boards in their respective States and legislation for setting up similar Housing Boards in some other States is on the anvil. . They hope that all the States and Urban Territories will set up such Housing Boards as early as possible.

2.51. The Committee trust that these Housing Boards will pay more serious attention to the housing needs of the Scheduled Castes and Scheduled Tribes. They also hope that while implementing the various housing schemes, the Housing Boards will keep a note of and fully implement, the recommendations made by the Central Government for reservation of the resources for the housing needs of the Scheduled Castes and Scheduled Tribes.

CHAPTER III

REVOLVING FUND

The Department of Works, Housing and Urban Development has furnished a note giving the details of the Revolving Fund of Rs. 200 crores which is proposed to be set up for housing and urban development and which is to be operated through the Housing and Urban Development Finance Corporation. It has been stated therein:

"The Housing and Urban Development Finance Corporation (P) Ltd. has been registered as a Government company on the 25th April, 1970. It would set up a corpus of about Rs. 200 crores, over a few years, for financing such housing and urban development programmes as can generate additional funds. The corpus would be raised through the Life Insurance Corporation, Unit Trust of India, and Nationalised Banks etc. A sum of Rs. 10 crores has been provided in the Fourth Five Year Plan towards share capital of the Corporation, out of which an amount of Rs. 2 crores has been provided during the current financial year (1970-71). Besides, the Life Insurance Corporation and Unit Trust of India have been requested to advance loans during 1970-71. Efforts to raise further resources during the current year as well as for subsequent years are being pursued actively.

The main function of the Corporation is to finance specific housing and urban development projects of the State Governments and their designated agencies, such as Housing Boards, Improvement Trusts, Municipal Corporations, etc. The Corporation may also finance, subject to the availability of funds, the setting up of a new townships and also building material factories. The capacity of the project for generating more funds will be main consideration for sanctioning loan assistance from the Corporation. The profits will be ploughed back for undertaking further housing and urban development programmes.

As the loans raised by the Corporation will carry a high rate of interest, it will not be practicable to earmark funds for the housing of Scheduled Castes and Scheduled Tribes from the proposed revolving funds of about Rs. 200 crores. Housing of such persons, as also others belonging to the economically weaker sections of the community will, therefore, have to be financed from the normal plan provisions."

3.2. The Committee enquired whether the State Governments had been advised to spend any certain amount of money out of the Revolving Fund for the welfare or for the housing schemes for Scheduled Castes and Scheduled Tribes. The representative of the Department of Works, Housing and Urban Development has stated during evidence:

"Not from the Revolving Fund, because it does not envisage use of any money on projects where subsidies are involved. The idea of the revolving fund is that the money must revolve a number of times so as to execute a large programme in a short period of time. If, therefore, we have to finance schemes which involves heavy subsidies it will not be possible to operate this scheme from the Revolving Fund. Therefore, I think, the schemes of housing for Scheduled Castes/Tribes which do involve substantial subsidies cannot be financed from the Revolving Fund.

3.3. In reply to a question the representative of the Department of Works, Housing and Urban Development has stated:

"The possibility of earmarking some loan funds for the benefit of the Scheduled Castes/Tribes, who are in a position to use loan funds for their housing schemes, can certainly be considered, but this would not be the same thing as the scheme for housing of Scheduled Castes|Tribes as administered by the Social Welfare Department. It will not be there entirely as a self-supporting kind of operation."

3.4. The Committee note with regret that Government do not intend to earmark any funds out of the proposed Revolving Fund of

Rs. 200 crores, for the housing of Scheduled Castes and Scheduled Tribes on the plea that the loans raised by the Housing and Urban Development Finance Corporation will carry a high rate of interest. They would, however, like the Government to consider the feasibility of earmarking some loan funds for the benefit of Scheduled Castes/ Tribes who are in a position to use loan funds for their housing requirments.

CHAPTER IV

HOUSING PROBLEM OF SWEEPERS AND SCAVENGERS EMPLOYED BY LOCAL BODIES

According to the census of 1961, the total number of workers engaged as scavengers and sweepers was just over eight lakhs. Their distribution in the different States is as given in the table below:

S. No.	Name of the State Union Territory	Population of Sweepers Scavengers
1.	Andhra Pradesh	43,883
2.	Assam	7,018
3.	Bihar	37,430
4.	Gujarat	35,111
5.	Jammu and Kashmir	5,230
6.	Kerala	15,730
7.	Madhya Pradesh	58,720
8.	Madras	38,518
9.	Maharashtra	72,535
10.	Mysore	30,174
11.	Orissa	6,573
12.	Punjab	1,04,445
13.	Rajasthan	50,832
14.	Uttar Pradesh	2,19,604
15.	West Bengal	48,943
16.	Andaman & Nicobar	197
17.	Dadra & Nagar Haveli	13
18.	Delhi	24,480
19.	Goa, Daman & Diu	246
20.	Himachal Pradesh	1,076
21.	Laccadive Islands	14
22.	Manipur	217
23.	Nagaland	237
24.	NEFA	194
25.	Pondicherry	796
26.	Tripura	297
	TOTAL	8,02,336

4.2. In most parts of the country, about 75 per cent of the total number of sweepers live in urban areas with municipal bodies being, by far, their biggest employers.

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4.3. In the Report of the Committee set up by the National Commission on Labour to study the working and service conditions of sweepers and scavengers, it has been observed:

> "With the few exceptions, the sweepers ond scavengers housing colonies were found lacking not only in adequate accommodation but also in almost all other respects. In most places they consist of one room tenement with poor ventilation and, without proper amenities, etc. The location of the quarters is more often filthy. They are built near the public lavatories, pail-depots, the morgue, dirty drains or dumping grounds. Nobody seems to have taken care while selecting the site. Mostly these quarters are located in the outskirts of the towns. There are no proper facilities for bath-rooms, lavatories, street-lights, roads and drains. Lack of adequate supply of water for drinking and washing purposes was a common complaint. The conditions of private sweepers and scavengers as well as those who have not been provided accommodation by local bodies is worse. They practically live in hovels, in slums which are unfit for human habitation. There are no facilities for ventilation, water, street light, lavatories or bath."

4.4 With regard to the construction of houses for scavengers by the local bodies, the representative of the Department of Works, Housing and Urban Development has stated during the course of evidence:

> "Ours is only an advice to the State Governments. We recommend that they may persuade the municipalities to utilise some part of this money for the housing of scavengers and sweepers. It is not an obligatory part of the scheme. It is purely advisory. The fact that funds may not have been appropriated for this purpose might indicate firstly the lack of interest on the part of the State Governments. It might also indicate lack of resources in the local bodies. In any case as things stand today, from the commencement of the Fourth Plan, the entire responsibility for utilising money in the housing sector lies with the State Governments."

4.5. In reply to a question, the representative of the Department of Works, Housing and Urban Development has stated:

> "The Central Government acts here essentially as a co-ordinating and advisory body. And our advice is often sought and an opportunity is provided for periodical meetings that take place between the Central and the State Ministers in charge of housing. These questions come up for consideration. These are often the result of joint consultation. But in the end, whether these suggestions are actually implemented or not, as I have said, very largely depends on the discretion of the State Government."

He has added:

> "In the Centrally administered Union Territories, I think the Centre has a more positive role to play in ensuring compliance with these."

4.6. The Committee pointed out that in a written reply to a question furnished to the Committee, it had been stated that the Department of Works, Housing and Urban Development was not aware whether and to what extent, the provision under the low income group housing scheme for allocation of loans to local bodies for building houses for scanvengers and sweepers was being taken advantage of by the local bodies. The Committee enquired whether it amounted to lack of control over the grants made by the Central Government to State Governments under the low income group-housing scheme. The representative of the Department of Works, Housing and Urban Dvelopment has stated:

> "No, Sir, I think the position is that certain sums of money used to be made available to the State Governments under the low income group housing scheme, which is a general housing scheme. But we have advised that it would be a good thing if 7½ per cent of these moneys are utilised for the benefit of the scanvegenrs and sweepers, particularly working in the municipalities. Now, in fact, I do not think that this suggestion has been acted upon."

4.7. The Committee are distressed to find that the housing conditions of sweepers and scavengers are deplorable. They are convinced that unless vigorous and effective steps are taken by the local bodies, the housing problem of sweepers and scavengers would not

be solved. In their opinion, much can be achieved in this direction if local bodies start housing schemes exclusively for sweepers and scavengers.

4.8. The Committee would also like to stress that while constructing houses for sweepers and scavengers, it should be ensured that their houses are constructed near their places of work and not around the pail-depots, morgue, dirty drains, public lavatories or dumping grounds. All civic amenities should be provided in their colonies. Their houses should also be built in colonies inhabited by others so that sweepers and scavengers may get a chance to mix with the people of other communities.

CHAPTER V

HOUSING FOR SCHEDULED TRIBES

A reference has already been made to the observations made in the Report of the Scheduled Areas and Schduled Tribes Commission (Dhebar Commission) in para 1.3 of Chapter I of this Report. In a written note furnished to the Committee, the Department of Social Welfare has stated that the State Governments have accepted the suggestion made by the Dhebar Commissions housing for the tribal people should be viewed from four aspects namely, shelter, sanitation, aesthetic tastes of the tribes and comparative cost. The State Governments have also accepted the recommendation made by the Dhebar Commission that in the housing schemes meant for the Scheduled Tribes, priority should be given to small and impoverished groups as the Yerukulas, Yenandis and Sugalis of Andhra Pradesh, the Katkaris of Maharashtra, the Dublas and Naiks of Gujarat, the Gujjars of Himachal Pradesh, the Paniyans of Kerala and the Kurubas of Mysore. The States|Union Territories have also accepted the suggestion for the provision of smokeless *Chulhas* or the system of 'Chimney' in the houses of Scheduled Tribes siutated in such tribal areas where people have to live in-doors for 4-5 months in a year and keep their fire burning continuously. In the note, it has also been mentioned that most of the State Governments|Union Territory Administrations have allowed the local Scheduled Tribes persons to extract timber from the neighbouring forests required for the construction of their houses. But the Government of Bihar allows the tribals to extract timber from the State forests only with permits.

5.2. In reply to a question, whether any scheme has been drawn up for improving the housing conditions of various tribal groups namely, Mizos, Nagas, Kukis, Hmars, Khasis, Rheangs, Chakmas, etc. who live in huts where men and domestic animals are huddled together under the same roof under most unhygenic conditions, the Department of Social Welfare has stated as follows a written note furnished to the Committee.

> "Perhaps this question refers to the tribal communities living in Assam. We do not know the outlay provided in the Fourth Plan for improvement of housing conditions of Scheduled Tribes in Assam State under State Sector.

However, during the year 1969-'70, an amount of Rs. 1.96.500 was provided for housing of Scheduled Tribes. The Government of Assam has addressed in the matter and their reply is awaited."

5.3. A Study Group of the Committee on the welfare of Scheduled Castes and Scheduled Tribes visited Assam (Plain Areas) during January-February, 1970. It was represented to the Study Group that there should be tribal housing scheme for the economically backward people in urban areas. Liberal housing loans should also be provided to the tribal people. At a meeting held with the officials of Assam Government at Shillong, the Study Group was informed that no separate provision has been made for the purpose of house-building for the Scheduled Castes and Scheduled Tribes in the State.

5.4 The Committee note that the State Governments have agreed to take a number of steps to imrove housing conditions of Scheduled Tribes.

5.5. The Committee also hope that Government of Assam would look into the housing conditions of various tribal groups, namely, Mizos, Nagas, Kukis, Hmars, Khasis, Rheangs, Chakmas, etc.

5.6 The Committee desire that the Central Government may take up with State Governments a separate proposal for making a provision for construction of houses for Scheduled Castes and Scheduled Tribes in their respective States.

CHAPTER VI ..

VILLAGE HOUSING PROJECTS SCHEME

At the instance of the Committee, the Department of Works, Housing and Urban Development has furnished the following written note on the working of the 'Village Housing Projects Scheme':

"With a view to alleviating the housing conditions of the people in rural areas, a scheme called the "Village Housing Projects Scheme" was introduced during the Second Plan period (August, 1957), The Scheme broadly provides for the following:—

(a) Loans for construction|improvement of houses upto 80 per cent of the cost, subject to a maximum of Rs. 3000 per house, repayable over a period of 20 years; (the remaining 20 per cent is to be contributed by the villagers themselves either in cash, or in the form of building materials or labour of themselves and their family members);

(b) Out-right grants to State Governments for provision of house-sites free of cost (or at nominal cost) to landless agricultural workers, who will also be entitled to the loan mentioned at (a) above, in addition;

(c) Provision of technical guidance to the local authorities and villagers, through lay-out plans, designs specifications etc. by the State rural Housing Cells established for this purpose (50 per cent of the cost of pay and allowances of the staff of the Cell is met by the Cenrtal grants).

In the case of members of Scheduled Castes and Scheduled Tribes, they are permitted to combine the above facilities with the grants, etc. that may be admissible to them under the programmes for the welfare of Scheduled Castes and Scheduled Tribes administered by the Department of Social Welfare.

The Scheme envisaged the selection of villages (for purpose of improvement of housing conditions etc. under the

Scheme) in groups of 4—6 adjoining villages. It was expected that this would facilitate the manufacture of local building materials (e.g. bricks, lime door and window frames and shutters etc.) through Cooperatives, as also the establishment of other Cottage and Village Industries, etc. to ensure provision of building materials to inhabitants of the selected (and adjoining) villages at reasonable cost and to provide employment opportunities of a more or less, steady character to landless workers etc. The idea was that properly planned improvement of housing and environmental conditions in a compact group of 4—6 villages involving all round economic development, would make an impact on the inhabitants of adjoining villages and motivate them to improve their housing conditions through their own efforts and resources.

The Scheme also provides that, in selecting villages for implementing the programmes, the State Governments should *inter alia* give preference to such of those villages where there are substantial populations of the backward classes whose living conditions are bad for lack of resources and adequate building sites.

The Scheme was expected to be implemented by the States in 5,000 selected villages. The State Governments selected all the 5000 villages and completed the requisite surveys etc. in about 4100 villages; but the scheme, however, is actually in implementation in only about 2,760 villages. With the inclusion of the Scheme in the State Sector and consequent on the introduction of the procedure for release of Central assistance in the shape of "Block loans and Block Grants" for all State sector programmes taken together, the Central Government have no means of any effective check on the progress of the schemes.

From the inception of the scheme in 1957, upto the end of 1968-69, the State Governments had drawn Central assistance to the extent of Rs. 11.71 crores* (the total allocation was Rs. 20.47 crores* upto 1965-66: the allocation for the period 1966-69 is not available). In the Fourth Plan, Central assistance for all State Sector programmes (including rural Housing) is being made available, by the Union Ministry of Finance, in the shape of 'Block Loans' and 'Block Grants', without being tied to any individual

scheme or head of development. Details of the amounts of money provided utilised by the State Governments under Village Housing Projects Scheme since the beginning of the Fourth Plan (1969-70) have not yet been made available by the State Governments. Apart from the Central assistance provided from Governmental resources, the State Governments were also enabled to draw an amount of about Rs. 1.92 crores from the Life Insurance Corporation for financing the Scheme. According to the reports received, so far, from the various State Governments, about 74,600 houses, costing Rs. 12.86 crores, have been sanctioned out of which about 45,900 houses have been completed. An amount of the order of Rs. 9.60 crores has been disbursed by way of loans to the applicants. Under the programmes for provision of house-sites to landless agricultural workers, the State Governments have so far provided about 1,571 house-sites (In addition, an area of 9.9 acre is stated to have been acquired by the Government of Bihar: the break-up relating to the number of house sites is not yet known). From the number of houses sanctioned and the number of house-sites provided, it can be deduced that the total number of beneficiaries (or families) would be of the order of 76,000. Since the social housing schemes of this Ministry are intended for the benefit of all eligible members of the public, without reference to caste, creed or community, no information is maintained in specific relation to Scheduled Castes and Scheduled Tribes."

6.2. In another written note furnished to the Committee, the Department of Works, Housing and Urban Development has stated:

"In the meeting between the members of the Consultative Committee of the Parliament and the State Ministers incharge of Housing & Urban Development, held in New Delhi, in January, 1970, it was suggested that the present loan limit of Rs. 3,000 per house permissible under the Village Housing Projects Scheme should be raised to Rs. 5,000 per house. The State Governments have requested to furnish data about the average cost of construction etc. in each State, so as to examine the suggestion. The requisite information has not been furnished by any State so far.

As regards the question of subsidy, the scheme envisages 100 per cent subsidy to the State Governments for provision of house-sites to landless agricultural workers and also for laying streets and drains in the selected villages. The scheme does not however, provide for any subsidy for construction of houses."

6.3. In reply to a question, whether any directive has been issued to the State Governments that in sanctioning loans under the Village Housing Projects Scheme, preference should be given to the Scheduled Castes and Scheduled Tribes, the Department of Works, Housing and Urban Development has in a written note stated:

"Village Housing Projects Scheme provides that 'in granting loans, State Governments shall give preference to such eligible applicants as belong to the lower income groups or to cooperatives of such persons'. Since the Scheme applies equally to all eligible members of the general public no directive or instruction has been issued in specific relation to Scheduled Castes and Scheduled Tribes. However, in selecting villages for the implementation of the Scheme, the State Governments are required to give preference *inter alia* to villages having substantial population of the backward classes whose living conditions are bad."

6 4. The Committee enquired whether the State Governments had agreed to raise the loan limit of Rupees three thousand per house, permissible under the Village Housing Projects Scheme, tc Rupee five thousand per house. The representative of the Department of Works, Housing and Urban Development has stated during evidence that this question was again discussed at a meeting of the Housing Ministers at Jaipur in July, 1970 and also at the meeting of the Consultative Committee held jointly with the Housing Ministers. The outcome of the discussions was that first priority should be given to provision of house-sites to landless labourers. The question of the type of houses best suited for the rural areas was considered as some States had expressed the view that they would be able to promote their own houses in the rural areas at a cost of Rs. 1,500 to Rs. 1,800 per house and that to increase the amount to Rs. 5,000 per house might not be realistic, consistent with the repaying capacity of the persons involved. So, the question as to what was the right type of houses and to what extent assistance should be given was open for further discussion.

6.5. The Committee not that in selecting villages for the implementation of the Village Housing Projects Scheme, the State Governments are required to give preference inter alia to villages having substantial population of the backward classes whose living conditions are bad. They hope that the implementation of the Scheme and selection of villages for the purpose will be done in a manner which would ensure maximum benefit to the Scheduled Castes and Scheduled Tribes.

6.6. The Committee urge that an early decision should be taken by Government about the type of houses to be constructed under the Village Housing Projects Scheme and the amount of financial assistance to be given to the beneficiaries.

CHAPTER VII

SLUM CLEARANCE|IMPROVEMENT SCHEME

The Department of Social Welfare has furnished a written note on the working of the Slum Clearance|Improvement Scheme. It has been stated therein:

"The Slum Clearance|Improvement Scheme was introduced in May, 1956. The actual implementation of the scheme has been entrusted to the State Governments who are competent to formulate, sanction and execute individual projects. It is primarily intended for the re-housing of families living in slum areas. In cases where wholesale clearance and re-development of slum areas are not possible, or where such wholesale clearance is not considered necessary, the State Governments are authorised to carry out requisite improvements in the environmental conditions of the slums. These improvements may be in the nature of laying of water-mains, drains, paving of streets, widening of roads, streets, provision of street lighting, parks and play-grounds etc.

The benefits of the scheme are admissible to such slum dwellers whose income does not exceed Rs. 250 per mensem.

The State Governments and Local Bodies can provide dwelling units, i.e. open developed plots, skeletal houses, dormitory|hostel type accommodation or pucca tenements to the slum dwellers. The cost of these dwelling units range between Rs. 1850 and Rs. 8750 per unit and the subsidised rental ceiling (based on 50 per cent of the approved cost of construction) ranges between Rs. 6 and Rs. 39 per month, depending on the type of construction and the place of construction. The State Governments are also authorised to sell the tenements on recovery on full cost in lump-sum or on hire-purcahse basis to the allottees of tenements subject to certain safeguards.

Previously, the Central Government provided financial assistance to the extent of 75 per cent of the cost—37½ per cent as loan and 37½ per cent as subsidy and the balance of

25 per cent was to be provided by the State Governments/ Local Bodies as their share of subsidy. With effect from the 1st April, 1966, however, the Central Government provides financial assistance to State Governments for their slum clearance/improvement programmes, to the extent of 87½ per cent of the approved cost of projects—50 per cent as loan and 37½ per cent as Central subsidy. The balance of 12½ per cent is to be provided by the State Governments/Local Bodies as their share of subsidy. In the case of slum clearance projects involving the *rehousing* of *sweepers and scavengers*, the State Governments are permitted to utilise an additional 12½ per cent subsidy, from the funds provided by the Department of Social Welfare for the amelioration of living conditions of Scheduled Castes and Scheduled Tribes. The quantum of loan provided by the Ministry of Health, Family Planning & Works, Housing and Urban Development will then be reduced to the extent of the additional subsidy, so that, in these cases, the total element of subsidy is raised to 62½ per cent (against a loan of 37½ per cent), and the rent payable by the beneficiaries is also reduced correspondingly.

The scheme also permits the construction of night shelters in cities and towns where the problem of pavement dwellers is acute. These night shelters are meant for providing sleeping accommodation on nominal charges.

7.2. In another note furnished to the Committee, the Department of Social Welfare has stated:

"Upto 1968-69, the Slum Clearance Scheme was included in the Centrally sponsored Programme of the Ministry of Health and Family Planning and Works, Housing and Urban Development. The additional subsidy of 12½ per cent from the Backward Classes sector was admissible to sweepers and scavengers only. In the Fourth Five Year Plan, the Slum Clearance Scheme has been transferred to the State Sector. The repercussions this scheme will have as a result of this transfer are being considered in consultation with the Ministry of Health and Family Planning and Works, Housing and Urban Development."

7.3. During the course of evidence, the representative of the Department of Works, Housing and Urban Development has stated:

"As a matter of fact, our thinking today is that, as far as possible, we should redevelop the slum areas so as to

re-house the slum dwellers on the same site. This approach we are adopting."

He has added that the State Governments have also been advised to re-house the affected people, as far as possible, at the same plot.

7.4. The Committee note that from the Fourth Five Year Plan, the Slum Clearance Scheme has been transferred from the Central Sector to the State Sector. They also note that the Central Government provides financial assistance to the State Governments for their slum clearance/improvement programmes, to the extent of 87½ per cent of the approved cost of projects—50 per cent as loan and 37½ per cent as Central subsidy. The balance of 12½ per cent is to be provided by the State Governments Local Bodies as their share of subsidy. In the case of slum clearance projects involving the rehousing of sweepers and scavengers, the State Governments are permitted to utilise an additional 12½ per cent subsidy, from the funds provided by the Department of Social Welfare for the amelioration of living conditions of the Scheduled Castes and Scheduled Tribes.

7.5. The Committee would like that the Central Government should at the time of giving subsidy/loan to the State Governments, give a direction to the State Governments that a particular amount or percentage of the money given to them for the purpose should be spent on the housing of sweepers and scavengers. They would also like the Central Government to call for periodical progress Reports from the State Governments to ensure that the funds are being utilised properly and for the purpose for which they are given. This would enable the Central Government and the Planning Commission to make improvements in the formulation and implementation of the schemes for the benefit of Scheduled Castes and Scheduled Tribes.

CHAPTER VIII

LOW INCOME GROUP HOUSING SCHEME

In a written note on the working of the Low Income Group Housing Scheme, the Department of Social Welfare has stated therein that the Low Income Group Housing Scheme was introduced in November, 1954. It envisages the grant of loan assistance to persons whose income does not exceed Rs. 7,200 per annum and their co-operatives to enable them to build houses. Loans under the Scheme can also be granted to (a) Co-operative Tenancy Societies working on the principle of collective ownership, (b) Non-Governmental Health Institutions and Hospitals, educational trusts and educational institutions including universities and (c) charitable institutions, for construction of houses which may be sold (either outright or on hire-purchase basis) or let out to their own employees eligible under the scheme. The local bodies can also avail of loan assistance under the scheme for construction of houses which may be sold or let out likewise eligible persons provided that not more than 25 per cent of the houses are allotted to their employees. The State Governments may also grant loans to local bodies for construction of houses exclusively for the use of low paid employees, particularly sweepers and scavengers (many of whom happen to belong to the Scheduled Castes or Scheduled Tribes). Where the State Governments themselves undertake construction of houses under the scheme, they will do so on the condition that not more than 33-1/3 per cent of the houses are allotted to Central or State Government employees.

8.2. In the case of individuals, loans under the scheme are restricted to 80 per cent of the cost of the house (including cost of land) subject to the maximum of Rs. 12,500 per house. In the case of houses constructed by the State Governments, their housing Boards, Local Bodies, etc. the entire expenditure subject to a maximum of Rs. 15,600 per houses is met through Central assistance (loan) as against the normal loan assistance of 80 per cent in the case of individuals. The scheme further provides for loan assistance to State Governments for acquisition and development of house-sites for sale, on no-profit-no-loss basis to persons/parties eligible for aid under the scheme."

8.3. In a written note furnished to the Committee, the Department of Works, Housing and Urban Development has stated:

> "The Low Income Group Housing Scheme formulated by this Department provides under the Scheme *inter alia* that State Government may earmark upto 7½ per cent of their allocation for grant of loans to the local bodies to enable the latter to construct houses for the exclusive use of their low paid employees, particularly for sweepers and scavengers. These houses can be sold (either out-right or on hire-purchase basis) or let out by the local bodies to such employees on no-profit-no-loss basis.
>
> The Department of Works, Housing and Urban Development is not aware as to whether and to what extent this provision is being taken advantage of by the local bodies. The Department had, however, advised the State Governments as far back as June, 1961, to persuade their local bodies to avail of this facility to the maximum extent. The above assistance can be augmented by 12½ per cent subsidy available from the funds for the Welfare of backward classes, in respect of houses meant for sweepers and scavengers. Apart from this, no special programme for housing of conservancy staff has been formulated by the Department of Works, Housing and Urban Development."

8.4. In reply to a question in Lok Sabha on the 23rd November, 1970, the Minister of State in the Ministry of Health and Family Planning and Works, Housing and Urban Development has stated that 15 per cent of housing plots in the low and the middle income groups are reserved by the Delhi Development Authority for allotment to persons belonging to Scheduled Castes and Scheduled Tribes. As regards built-up houses, 15 per cent of the houses built for the low and the middle income group under the Delhi Development Authority are also reserved for Scheduled Castes and Scheduled Tribes, widows of defence personnel, political sufferers and ex-servicemen.

8.5. The Committee desired to know the total number of persons who had received assistance under the Low Income Group Housing Scheme so far and the number of Scheduled Casts and Scheduled Tribes among them and also whether any cooperative societies of the

Scheduled Castes and Scheduled Tribes had received assistance under that Scheme. In reply, the Department of Works, Housing and Urban Development has furnished a written note stating *inter alia*:

> "Since the inception of the Low Income Group Housing Scheme in 1954, the State Governments etc. have sanctioned construction of/loan for 1,73,600 houses out of which 1,32,000 have been completed, according to the information received from States etc. till 30.6.1970. About Rs. 100 crores have been utilised under this scheme from 1954 to March, 1970. Although the Low Income Group Housing Scheme contemplates grant of financial assistance *inter alia* to housing cooperatives of eligible persons, it is not known how many cooperative Societies have availed of such assistance, and how many belong to Scheduled Castes and Scheduled Tribes."

8.6. The Committee note with regret that no statistics are available with the Government to indicate the number of Scheduled Caste and Scheduled Tribe persons who have availed of the assistance under the Low Income Group Housing Scheme. There is also no record available with the Government to show the help rendered to the co-operative societies of Scheduled Castes and Scheduled Tribes under the said Scheme. The Committee feel that maintnance of statistics of the help rendered to the Scheduled Castes and Scheduled Tribes and their co-operative societies under the scheme will enable the Government to make a proper assessment of the working of this Scheme vis-a-vis **the Scheduled Castes and Scheduled Tribes.**

8.7. The Committee are glad to note that the Delhi Development Authority has reserved 15 per cent of plots in the Low and middle income group for allotment to the Scheduled Castes and Scheduled Tribes. They also note that 15 per cent of the houses built for the low and middle income groups by the Delhi Development Authority are also reserved among others for the Scheduled Castes and Scheduled Tribes. The Committee hope that similar reservation will be made in the allotment of housing plots and built in houses under schemes executed through the respective State Governments for the Scheduled Castes and Scheduled Tribes.

CHAPTER IX

GENERAL

Landless Agricultural Scheduled Castes and Scheduled Tribes

The National Commission on Labour in para 12.30 of its Report (1969) has stated:

> "The main difficulty faced in housing landless agricultural workers, Scheduled Castes, Scheduled Tribes, backward Classes and even small peasants, who predominate among the rural workers has been the non availability of house-sites. We were given to understand that this difficulty was sought to be overcome through special efforts involving the cooperation of local communities and civil institutions."

9.2. The Committee asked about the exact nature of special efforts for enlisting co-operation of local communities and civil institutions for overcoming the shortage and non-availability of house-sites made at the Central and State levels during the last five years. The representative of the Department of Works, Housing and Urban Development has stated during evidence:

> "We have been discussing this very actively with the State Governments during the last twelve months. And we have made a number of recommendations to the State Governments. Firstly, they should take steps by distributing all Government owned lands around villages to the landless workers for house-sites. Secondly, they should enact legislation to confer the homestead hights on landless people."

9.3. The representative of the Planning Commission has added during evidence:

> "The recommendations of the National Commission of Labour came much after the finalisation of Fourth Five Year Plan document and so there was no detailed discussion on that. While considering allocations for housing, etc. as a result of the Indian Labour Conference, provisions were made, but the provision in the State Sector, as has been stated, are tentative till discussions with the State Governments have been finalised in respect of 1970-71. The fact about

the actual implementation will be known later on. But, certainly, taking into consideration the feelings of the Committee here, we shall see to it that efforts for adequate provisions are made for the Scheduled Castes and also Scheduled Tribes. In respect of this scheme, we shall try to persuade the State to do their best and not divert the funds allocated for Scheduled Castes and Scheduled Tribes."

9.4. In a note furnished to the Committee, the Department of Works, Housing and Urban Development has stated:

"The village Housing Projects Scheme formulated by this Department was modified (in August, 1962) with a view to provide free house-sites (or at nominal cost) to the landless agricultural workers. This particular programme, implemented through the State Governments, has made little progress though the entire expenditure on it is to be met by Central grants. The activisation of this programme has, therefore, been engaging the attention of the Department of Works, Housing and Urban Development for some time. It was considered at the Conference of Ministers of Housing etc. held at Delhi in January, 1970. It was again discussed at the meeting of the Consultative Committee of Members of Parliament attached to this Department at Bangalore in June, 1970. The issue came up at the recent meeting of State Ministers Incharge of Rural Housing and Members of Parliament of the Consultative Committee attached to the Department of Works, Housing and Urban Development at Jaipur in July, 1970.

The consonsus of these discussions was that the State Governments should give house-sites to landless agricultural workers from the available Government land as far as possible. Where no such land was available, it should be acquired specifically for the purpose. The sites should be allotted to such persons either free of cost or at nominal cost. Houses should be built by the landless agricultural workers themselves. The question of giving subsidy in cash or kind by the Central/ State Government for construction of houses for these persons should be considered after the size of the problem etc. has been assessed and communicated by the State Governments to the Central Government. The States were also advised to confer home-stead rights on landless workers who have been in temporary occupation of the land as house- sites.

It is understood that a few States (e.g. Bihar and West Bengal) have already enacted legislation prohibiting eviction of landless labour from the land in which they have lived and built their huts since long."

9.5. The Committee note that the Conference of Ministers of Housing etc. held at Delhi in January, 1970 and the meeting of the State Ministers Incharge of Rural Housing and Members of Parliament of the Consultative Committee attached to the Department of works, Housing and Urban Development held at Jaipur in July, 1970 had decided that the State Governments should give house-sites to landless agricultural workers (including Scheduled Castes and Scheduled Tribes) from the available Government land as far as possible and where no such land is available, it should be acquired specifically for the purpose. The house-sites should be allotted to such persons either free of cost or at nominal cost. The States were also advised to confer home-stead rights on landless workers who have been in temporary occupation of the land as house-sites.

9.6. The Committee trust that the State Governments will act promptly to implement above mentioned decision. They also hope that the Central and the State Governments will take an early decision about giving subsidy in cash and/or in kind to the agricultural landless workers including Scheduled Castes and Scheduled Tribes for the construction of their houses.

Housing Scheme for the Sweepers and Scavengers in Andhra Pradesh

9.7. At the instance of the Committee, the Department of Social Welfare has furnished copies of tour reports of the Zonal Directors, Backward Classes Welfare in so far as they relate to housing scheme. One of the Reports (Appendix III) pertains to the special study undertaken by the Deputy Director, Backward Classes Welfare, Southern Zone, Madras, on the implementation of housing scheme for the sweepers and scavengers in Andhra Pradesh in November, 1968.

9.8. The special study covers the seven municipalities visited by the Deputy Director, Backward Classes Welfare. The following are the findings of the survey:

"The above survey of the activities of the various municipalities dealing with the housing problem of the sweepers and scavengers shows that except one or two, no other municipality has taken much interest in this work. The picture that has emerged from this study is much disappointing.

In most of the cases the grants sanctioned to the municipalities are still to be utilised. It seems that much of the time of the municipalities is lost in preparing their own lay-outs and estimates for tenements as directed by the Director of Municipal Administration. Subsequently they are asked to recast their estimates and lay-outs and a type-design prepared by the Director of Town Planning is recommended for adoption. The Municipalities have thus to revise the plans on the basis of the type design recommended. All this correspondence as well as obtaining the final approval of the Government takes a very long time. I have come across several municipalities which have not yet started the work of constructing tenements though the grants were sanctioned to them 3 on 4 years back. I feel that the grants should be sanctioned to the municipalities only after the estimates, lay-out, type design, etc., are approved by the Government and the municipality has given an undertaking to meet its share of the total cost from its own funds and complete the construtcion of the tenements within a stipulated time.

Another factor which is hampering the progress is the long delay in acquiring a suitable site for construction of houses. It is, therefore, desirable that the municipalities which are selected for implementing this scheme should at the first instance, be asked to complete all the formalities in regard to the selection of site.

No fresh grant should be sanctioned to the municipalities unless the completion certificate in respect of the previous grants is obtained.

The Municipalities which are unable to utilise the sanctioned grants within the stipulated period should be asked to surrender it to the Government so that it can be given to other needy municipalities.

Another reason put forward for the slow progress of this scheme is the inadequacy of the amount for constructing a house according to the type design approved by the Government. The Government of India have fixed a ceiling of Rs. 1200 to Rs. 1600 per house for the construction of houses for the sweepers and scavengers. This is flexible and can be modified to suit local conditions. The Government subsidy available under this scheme is limited to Rs. 750 per house. This amount was fixed long ago. The

cost of construction of the houses has increased considerably since then due to increase in the price of material, cost of labour and transport charges, etc. The inadequacy of the amount now given for a house is really a serious handicap in the construction of houses at present, particularly in the urban and semi-urban areas. It is, therefore, necessary to revise the estimate and the rate of subsidy of for each house taking into consideration the present conditions. In fixing the amount of subsidy the variations in the local cost of construction should also be taken intc account.

There is no uniform type design fixed by the Director of Municipal Administration for the house of sweepers and scavengers in the State. It varies from municipality to municipality. The houses constructed for the sweepers and scavengers at Narayanapuram in Machilipatnam were found to be inadequate to meet the needs of the people as it contained only a room and kitchen. There was no verandah or any open space for future construction. These houses have also not bath-rooms or latrines. As compared to this, the tenements constructed at Medak were found to be the best. Each tenement consists of one room (9′ x 12′), kitchen (8′ x 6′), open verandah (6′ x 6′), bathroom (4′ x 4′) and W. C. (3′ x 4′). There is some open space left in the front for future construction. The roof is two sloped and is made of A. C. sheets. The entire construction work right from the foundation upto roof is made in bricks and cement. The average cost incurred for each tenement is Rs. 1926 or roughly Rs. 2000. It would be better if this type-design is adopted in all the municipalities. The cost per tenement is also quite reasonable.

It was noticed that the work of construction is entrusted to local contractors who do not take much interest in the work and use cheap and useless material with the result that these houses cannot stand for a longer period. The contractors always complain that the money granted is not sufficient for constructing all the houses as per fixed target and leave the work incomplete. It is, therefore, necessary to supervise the construction work at every stage and the material used should also be checked and passed by the Municipal Engineer. The tenements constructed at Khammam have no plastering on the walls from inside.

In the absence of any white washing it gives a very disgusting look. The roof leaks during rainy season. In some other place I found the timber used for doors and windows in the tenements was cracked and broken. Elsewhere I also saw plaster coming out of the walls and the flooring was broken. This is because no proper supervision was effected during the construction period.

The municipalities seem to have no enthusiasm or deal to look after the interest of the sweepers and scavengers. We have already seen how the money has been blocked and is lying unused for the last 3 or 4 years in some municipalities. It is, therefore, more necessary for the Government to keep a strict watch and control on the implementation of this scheme. The grants to the local bodies for the construction of houses for the sweepers and scavengers are released by the Director of Municipal Administration. He is supposed to supervise and have control on the implementation of this scheme. But in actual practice it seems that the Director of Municipal Administration has very little control on the municipalities in so far as the implementation of this scheme is concerned as is evident from the slow progress of this scheme. The Director of Municipal Administration is also handicapped due to absence of any field staff at the district level. The Director of Social Welfare looks after the interests of the Scheduled Castes at the State level. He has also field staff at the district level headed by the District Social Welfare Officers. I feel that the Director of Social Welfare should keep a constant watch and supervise the working of this scheme through the District Social Welfare Officers at the District level. This will certainly improve the matter."

9.9. On receipt of the report, the Department of Social Welfare, Government of India had addressed a letter to the Secretary, Department of Education, (Social Welfare), Government of Andhra Pradesh, Hyderabad (Appendix IV) and suggested the following:

"(i) The State Government may grant loans to the municipalities for meeting their part of the expenditure in building houses.

(ii) The sweepers may be sanctioned housing subsidy through the municipalities and also given loans by the Government/municipalities to be recovered in easy instalments

spread over a number of years. House-sites may be provided by the municipalities free of cost or at nominal rates to the sweepers and scavengers to help them in becoming the owners of their houses.

(iii) Housing cooperatives of sweepers and scavengers may be formed so that they are eligible to get loans from the Registrar of Cooperative for the construction of houses."

9.10. The Committee would like to be informed of the action taken by the State Government of Andhra Pradesh on the various suggestions made by the Department of Social Welfare, Government of India.

PAYMENT OF GRANTS TO CONTRACTORS

9.11. At the instance of the Committee, the Department of Social Welfare has supplied the tour note of the Deputy Director, Backward Classes Welfare, Patna, who had visited Amarpur Harijan Housing Colony in 1969. It has been stated *inter alia* therein:

"Under the Centrally Sponsored Programme for the Welfare of Scheduled Castes 113 houses have been taken up in district Bhagalpur. 36 of them are completed and 76 schemes are pending completion for more than a year. I visited Amarpur Housing Colony where most of the beneficiaries were sweepers and some landless chamars. The Housing Colony was completed through a Contractor and the beneficiaries were not involved in its construction. Beneficiaries complained of defects in houses and even wanted that the Government should repair their houses. This attitude of the beneficiaries is the direct result of the present policy where the Government constructs houses through a Contractor, who is supposed to take contributions from the beneficiaries in the shape of labour etc. In reality public contribution is rarely received and, therefore, either the schemes are constructed with sub-standard materials or the same are not constructed at all. The beneficiaries will no doubt be prepared to contribute their share if they are allowed to take up the construction of their own houses under direct supervision of the Department.

The District Welfare Officer expressed his difficulty about giving advances to so many beneficiaries who may not complete the schemes. This difficulty should not deter us

to take this course because the present system has not ensured completion of scheme through contractors. In the case of the beneficiaries the completion of the schemes is likely to be expedited because of the benefits to them out of the scheme. In fact, except for a small portion of the grant as advance, the Department may arrange to supply materials like cement, bricks, windows and doors, etc., against the sanctioned amount. This is being done in other States. The State Government is requested to issue similar instructions to the District authorities, if accepted by the State Government, so that the completion of schemes is expedited."

9.12. The Department of Social Welfare have stated that the observations of the Deputy Director (BCW) were communicated to the State Government of Bihar for consideration and necessary action/ implementation.

9.13. From the report of the Deputy Director (BCW) in regard to Amarpur Harijan Housing Colony, the Committee note that the State Government of Bihar construct houses through a contractor, who is supposed to take contributions from the beneficiaries in the shape of labour etc. The grants are sanctioned to the contractors and not to the beneficiaries of the housing schemes. The Committee are unhappy to note from the observations made by the Deputy Director, Backward Classes Welfare that "in reality public contribution is rarely received and, therefore, either the schemes are constructed with substandard materials or the same are not constructed at all." They also agree with the views expressed by the Deputy Director (BCW) that the beneficiaries will contribute their shares if they are allowed to take up the construction of their houses under direct supervision of the State Department.

9.14. The Committee desire that in order to facilitate the expeditious implementation of the various housing schemes started by the State Government of Bihar, the State Department may arrange to supply materials like cement, bricks, windows, and doors, etc., against the sanctioned amount as is being done by other State Governments.

D. BASUMATARI.
Chairman,
Committee on the Welfare of Scheduled Castes and Scheduled Tribes.

NEW DELHI;
December 14, 1970.
Agrahayana 23, 1892 (*S*)

APPENDIX I

(*Vide* para 1·2 of the Report)

Statement showing the State-wise position of Scheduled Castes Landless labourers, the number of house-sites houses provided at the end of the Third Plan for all Scheduled Castes and the rough number of house-sites needed in the Fourth Plan.

Sl. No.	Name of the State/Union Territory	Number of Scheduled Castes landless labourers.	Number of families of landless labourers*	Number of house-sites/ houses likely to be provided at the end of Third Plan (Total for all Harijans)	Percentage of Col. 5 to Col. 4	Rough number of house-sites needed in Fourth Plan @ 80% of (4-5)
1	2	3	4	5	6	7
1.	Andhra Pradesh	16,92,763	5,64,264	33,211	6·o	4,24,834
2.	Assam	12,869	4,280	2,275	53·0	1,612
3.	Bihar	17,44,291	5,81,430	5,110	0·9	4,61,056
4.	Gujarat .	1,65,127	55,042	3,467	6·3	41,260
5.	Jammu and Kashmir	3,113	1,038	3,659		
6.	Kerala	3,00,477	1,00,159	20,075	2·0	64,067
7.	Madhya Pradesh	6,44,549	2,14,849	3,144	1·46	1,69,364
8.	Madras	12,60,526	4,20,175	28,436	1·46	1,69,364
9.	Maharashtra	5,26,346	1,75,449	6,170	3·51	1,35,423
10.	Mysore	4,45,928	1,48,643	48,222	32·44	80,338
11.	Orissa	3,27,347	1,09,116	6,338	5·85	82,182
12.	Punjab	3,82,931	1,27,643	[6,118	4·8	87,220
13.	Rajasthan	1,74,370	58,123	2,665	4·6	44,336
14.	Uttar Pradesh .	18,37,812	6,12,604	26,324	4·2	4,69,024
15.	West Bengal .	6,43,039	2,14,346	2,034	0·95	1,69,849

*Taking an average of 3 per family.

1	2	3	4	5	6	7
16.	Delhi .	3,950	1,316	1,371	..	..
17.	Himachal Pradesh	6,713	2,238	3,532	..	..
18.	Tripura	4,424	1,474	459	31·7	812
19.	Manipur .	16	5	330		
20	Dadra & Nagar Haveli . .	97	32	..	..	..
21.	Pondicherry .	19,381	6,460	1,208	18·7	4,201
	Total	1,01,98,069	33,98,686	2,04,698	6·2	25,48,969

(*Source* : Department of Social Welfare)

APPENDIX II

(*Vide* para 2.13 of the Report)

No. 12|45|61-SCT.II

GOVERNMENT OF INDIA

MINISTRY OF HOME AFFAIRS

From

Shri M. K. Venkateshan,
Deputy Secretary to the Govt. of India,

To

All State Govts.|U. Territories.

New Delhi-11,
the 17th July, 1962.
26th Asadha, 1884.

SUBJECT:—*Welfare of Backward Classes—Housing schemes—pattern of Housing schemes during the Third Five Year Plan period—Proposals for revision thereof.*

Sir,

I am directed to say that the Government of India have undertaken a general review of the execution of housing schemes for the welfare of Backward Classes in the past with a view to see whether the general pattern of the schemes needs change in the light of experience gained in the past the rise in cost of building materials etc.

2. The objective to be kept in view is that the houses should be built to certain minimum standards and specifications, and should last for at least twenty years, with reasonable maintenance and repairs by the occupants themselves. The cost of a house is primarily determined by certain factors like the scale of accommodation, the nature of construction and specifications, and the cost of building materials and labour. The accommodation which can perhaps be taken as necessary for a family in the rural area is two rooms, a kitchen, verandah, bath room and latrine, and an open space in which a cattleshed can be put. A plot of about 200 square yards would be needed. It has been estimated that the cost of such a house with a life of about twenty years would be about Rs. 2500 to

Rs. 3000 in the rural areas, on the basis of aided-self-help, the beneficiary being expected to provide about 25 per cent of the cost in cash, kind and labour of himself and family.

3. In view of the fact that the limited financial resources of the Government should be utilised to house as many families as possible, and also of the fact that the beneficiaries' contribution of 25 per cent should be kept as low as possible considering their financial position, a lower standard of accommodation *i.e.* a one-roomed house, could probably be acceptable. This however, had to be planned in such a manner that, with improvement in the living conditions of beneficiaries, an additional room or two can be constructed in the near future. This minimum one-roomed house should consist of a room 120 square feet, a kitchen-*cum*-verandah 80 square feet, a store 20 square feet, a bathing platform, and a cheap senitary latrine, wherever feasible.

4. Even for a rural house built with local building materials and labour to cheap specifications with a life of about twenty years, the plinth area rate works out to about Rs. 4 per square feet. The above minimum one-roomed house will therefore, cost about Rs. 1200 in most of the rural areas. The cost may even go up to Rs. 1600 per house in black cotton soil areas, which require deeper foundation and stronger superstructure, in hilly regions, and in remote places where the cost of building materials, labour and transport would be rather high.

5. Considering all these aspects, the following pattern would perhaps be suitable:—

(a) *in the rural areas*:

(i) *Minimum standard of accommodation.*—A one-roomed house consisting of a room 120 sq. ft., a kitchen-*cum*-verandah 80 sq. ft., a store 20 sq. ft., a bathing platform, and a cheap sanitary latrine wherever feasible;

(ii) While locally available building materials should be used to the maximum possible extent, the nature of construction and *the* choice of specifications should be such that the life of the house is at least twenty years, with reasonable maintenance and repairs by the occupants.

(iii) For the purpose of financial assistance by the Centre, the ceiling cost per house may be fixed at Rs. 1200. State Governments may, however, be given the discretion to raise it up to Rs. 1600 per house in black cotton soil areas, hilly regions and remote places.

(iv) 75 per cent of the cost should be provided as subsidy. The Centre would bear the entire subsidy under the Centrally Sponsored Programme and share the subsidy equally with the State Govt. as far as possible, in the shape of building materials and components. In addition to this 75 per cent subsidy, technical guidance and similar aid should be provided free of charge by the State Governments, and they should also bear the Departmental charges;

(v) The balance of the cost should be contributed by the beneficiary in cash, building materials, labour, transport etc. In special cases, where the beneficiaries are really not able to provide their contribution fully, the State Govts. may make good the deficiency, in the shape of loans recoverable from the beneficiaries in easy instalments. The loan will be met in full by the State Governments from their own resources. Unless the beneficiary bears at least 25 per cent of the cost of the house in the shape of his own contribution, or as loan taken from Government in special cases, he would have no stake in the house and is not likely to bother to look after the house and keep it in good repairs; and

(vi) In order to discourage the construction of bigger houses under these subsidised schemes, the beneficiaries should not be allowed to build houses costing more than Rs. 3000 per house.

(b) *in the urban areas*:

For the housing of sweepers and scavengers etc. the scale of accommodation and the ceiling costs etc. prescribed in the Slum Clearance Scheme from time to time, may be adopted. For the housing of sweepers and scavengers falling within the Slum Clearance Scheme, the Central subsidy is 50 per cent (37½ per cent by the Ministry of Works, Housing & Supply plus 12½ per cent by the Ministry of Home Affairs), the state subsidy is 25 per cent and the balance of 25 per cent is provided as loan by the centre. For the housing of sweepers and scavengers in the urban areas, not covered by the Slum Clearance Scheme, the subsidy of 75 per cent, shall be provided by the Ministry of Home Affairs under the Centrally Sponsored Programme. The rest will be met by the beneficiary either fully in the

form of cash, building materials, labour, transport etc. or partly in the form of cash, labour, building materials, transport etc. and partly in the form of loan taken from the State Government.

6. It is requested that the State Governments|Union Territory Administrations may in consultation with their Rural Housing Cell, offer their comments|views on the suggestions made in para 4 above and at an early date.

Yours faithfully,

Sd|- M. K. VENKATESHAN,
Deputy Secretary to the Govt. of India.

APPENDIX III

(*Vide* para 9.7 of the Report)

Report of the special study undertaken by the Deputy Director, Backward Classes Welfare, S. Zone, Madras on the implementation of Housing Scheme for the Sweepers and Scavengers in Andhra Pradesh in November, 1968.

Background:

In order to provide housing facilities to the sweepers and scavengers who are considered to be the most depressed and down-trodden among the Scheduled Castes, the Government of India introduced in Third Plan, a scheme for giving subsidy at the rate of Rs. 750 per house to the local bodies through the State Government for the construction of houses for the sweepers and scavengers. The local bodies are required to provide matching grant to the extent of 20 per cent or more, in addition to the allotment of free house site. The Government of India has fixed a ceiling of Rs. 1200 to Rs. 1600 per house which can be modified to suit local conditions. The ownership of the houses vests in the local bodies and a subsidised rent is charged from the sweepers and scavengers to whom houses built under the scheme are allotted.

Selection of Municipalities:

As instructed by the Director General, Backward Classes Welfare, I visited the following municipalities in Andhra Pradesh from the 21st November to 30th November, 1968 with a view to study the working of this scheme.

District	Municipality
1. Medak . . .	. (i) Sangareddy (ii) Medak
2. Khammam	Khammam
3. West Godavari	. (i) Eluru (ii) Tadepalligudem
4. Krishna	(i) Vijayawada (ii) Machilipatnam
5. Hyderabad	. Municipal Corporation, Hyderabad.

I had a detailed discussion about the working of this scheme with Shri L. Subbaiah, Director of Social Welfare, Andhra Pradesh before and after the completion of the tour. The Director was kind enough in extending all help and fullest cooperation to me in this study. He deputed one of his Assistant Directors Shri M. Krishna Rao to accompany me on the tour. I was also accompanied by the concerned District Social Welfare Officers. I got an opportunity of meeting almost all the Chairmen and Secretaries of the municipalities visited by us.

Findings:

My observations on the working of this scheme in the municipalities visited by us have been discussed in the following paragraphs:

MEDAK DISTRICT:

Sangareddy:

The Sangareddy Municipality was sanctioned an amount of Rs 3,750 during the year 1964-65 for the construction of 5 quarters for the sweepers and scavengers. The Municipality could not utilise the sanctioned amount within the stipulated period. Next year (*i.e.* during 1965-66) another amount of Rs. 7,500 was released by the Director of Municipal Administration to this Municipality for the construction of 10 more quarters without obtaining completion certificate for the amount already sanctioned during the previous year. The Sangareddy Municipality has thus got a total amount of Rs. 11,250 which is lying unutilised with them for the last 3 or 4 years. Every year they get extension of time on one pretext or the other.

The Municipality has acquired the site. The type design of the proposed quarters has also been approved by the Director of Town Planning but still the actual work has not yet started. Several reasons were adduced for this state of affairs. One reason put forward by the Municipality was the lack of technical staff. Another reason is said to be the meagre resources of the Municipality to meet their share of the cost of construction. According to the type design approved by the Government, the cost of each house comes to Rs. 2,262 as against the subsidy of Rs. 750 sanctioned by the Government of India. The total cost for the construction of 15 quarters has been estimated at Rs. 33,937 whereas the money available from the Government side is only Rs. 11,250. We have to find out some solution for these problems.

Medak:

The Medak Municipality has got 33 sweepers and scavengers in its employ. The following amounts were sanctioned by the Director of Municipal Administration to this Municipality:

Year	Amount sanctioned
1963-64	Rs. 12,750 for the construction of 17 Quarters.
1964-65	Rs. 11,250 for the construction of 15 Quarters.
1965-66	Rs. 32,000 under the scheme 'acquisition of house-sites for the Scheduled Caste persons engaged in unclean occupations.'

The Medak Municipality has so far constructed 17 quarters at an expenditure of Rs. 32,749. The excess expenditure was met by the Municipality from its own funds. The total cost of each quarter comes to Rs. 1,926. The following accommodation is available:

Room	9' x 12'
Kitchen	8' x 6'
Bath-room	4' x 4'
W.C.	3' x 4'
Verandah	6' x 6'

I inspected the quarters and found them to be quite good. There was A.C. roofing with cement plastering on the walls. The flooring was also of cement. The doors and windows were all right. There was some space left in front of the quarters for future rooms. Taking into consideration the cost involved and the space available, these were perhaps, the best quarters in all the Municipalities visited by us. The Medak Municipality has utilised only an amount of Rs. 12,750 which was sanctioned to them during the year 1963-64 for the construction of 17 quarters. The other amounts totalling Rs. 43,250 which were sanctioned to them during 1964-65 and 1965-66 are still lying unutilised and have not yet been surrendered to the State Governments; otherwise it could have been diverted to other needy municipalities.

KHAMMAM DISTRICT:

Khammam:

An amount of Rs. 75,000 was sanctioned to the Khammam Municipality during 1965-66 for the construction of 100 houses for sweepers and scavengers. The Municipality has constructed only 64

houses at an expenditure of Rs. 78,000. The remaining 36 houses are yet to be constructed. It seems that the Municipality is not taking much interest in completing the target of 100 houses.

I inspected the 64 houses constructed by them in the outskirts of the city and found them to be far from satisfactory. The estimated cost of each unit comes to Rs. 1,220. The following accommodation is available:

Living Room.	. 10' x 12'
Open Verandah	6·9' x 6·2'
Kitchen	. 3' x 5'

There was no plastering on the walls from inside. The floor was *Kuchcha*. The timber used for doors and windows was of a very poor quality. The roof was made of A.C. sheets over wooden purlins. I was told that during rainy season the roofs of some of the houses leak and it is very difficult to stay there. No provision has been made for bath-rooms, latrines or outlet for smoke. The Municipality has not provided any facility even for drinking water. I am rather doubtful whether the houses will stand for a few years. The sweepers and scavangers who have been allotted these houses also appeared to be very much dejectd. They gave me a representation in this regard. All the 64 houses have not yet been occupied. Six houses are still vacant. Nobody is coming forward to occupy them. Under the present circumstances the rent of Rs. 3 per house which is charged from the beneficiaries is considered to be a waste because the houses are not suitable for them.

WEST GODAVARI DISTRICT:

Eluru:

Under the Centrally Sponsored Scheme 'acquisition of house-sites for the Scheduled Caste persons engaged in unclean occupations', the Eluru Municipality was sanctioned an amount of Rs. 41,000 during the year 1963-64 for acquisition of house-sites for the construction of houses for sweepers and scavengers. This was subject to the condition that the municipalities have to construct the houses from their own resources in the site acquired from the funds allotted and their own funds as matching grants as per the type design and lay out approved by the Director of Town Planning and the Director of Municipal Administration. Though more than four years have elapsed, the Municipality has not yet acquired the site. No efforts

have been made even to surrender the unutilised grant to the Government. I met the Chairman of the Municipality about this. He told me that the matter regarding the acquisition of a free site is under correspondence with the Collector. He was rather doubtful about the implementation of this scheme. I feel that if the Municipality is still unable to proceed further owing to its inability to spend from its funds over and above the Government grant, the money should be returned to the Government and diverted to some other municipality.

Tadepalligudem

This Municipality was sanctioned an amount of Rs. 18,000 during the year 1964-65 for the construction of 24 houses for the sweepers and scavengers. In spite of the fact that this money could not be utilised within the specified period, another grant of Rs. 18,000 was released to the Municipality during 1966-67 for 24 more houses. The Municipality has thus got a total amount of Rs. 36,000 for 48 houses. I was told that the land has already been acquired for these houses but the construction work is pending for want of technical sanction from the Superintending Engineer. The type design was sent to the Director of Municipal Administration for approval long ago but the same has not yet been passed. Anyhow such delays have no justification and the Municipality cannot escape from blame.

KRISHNA DISTRICT

Vijayawada

Vijayawada Municipality was sanctioned an amount of Rs. 44,950 as grant and Rs. 10,000 as loan during 1963-64 for the construction of 60 houses. The money is blocked since then and no construction work has yet started. I was told that the approval of layout is under correspondence with the Director of Town Planning. The Municipality was granted extension upto 31-3-1968. This period has also expired and nothing has been done so far. Vijayawada is a Selection Grade Municipality employing more than 1000 sweepers and scavengers. This inaction of the municipalities towards such schemes should be viewed with deep concern.

Machilipatnam

This Municipality was sanctioned the following amounts by the Director of Municipal Administration:

Year	Amount
1962-63	Rs. 10,500 for 14 houses
1966-67	Rs. 3,000 for 4 houses

The 14 houses sanctioned during 1962-63 have been constructed at a place called Narayanapuram. The total expenditure incurred on these houses comes to Rs. 57,831. The houses constructed are very small. Each house consists of one room measuring 13'x9' and a kitchen measuring 8'x10.6' with Madras terraced roof. The construction is very bad. The doors and windows are not in good spore. The flooring and plastering is also not satisfactory. No bath rooms, latrines or outlet for smoke have been provided. The site of the colony has soft-soil which contains lot of clay. There was logging here and there. The houses were damp. There was no facility of drainage in the area. The colony looked weary and old and gave us a most disgusting sight. The Secretary of the Municipality told us that the average cost per unit comes to Rs. 4,140. I doubt this very much because I have seen very good houses constructed for sweepers and scavengers at Medak within a cost of Rs. 1,926 each. Besides one living room and a kitchen, the houses at Medak also contain a verandah (6'x6'), bath room (4'x4') and W.C. (3'x4'). Their construction is also far superior. Looking at the small space, material used and the type of construction etc. the cost of Rs. 4.141 per house at Machilipatnam seems to be too high. The Municipality is charging Rs. 6 p.m. as rent from the beneficiaries for such a small house.

The other four houses for which Rs. 3,000 was sanctioned during 1966-67 have been constructed at Okorajpet at a cost of Rs. 11,033. The following space is available in them:

Living Room.	11' x 10.4'
Kitchen .	6·4' x 4·6'
Verandah . . .	6·2' x 5·9'

The houses have A.C. roofing and construction is much better than the houses constructed at Narayanapuram. These houses also have no facilities of bath rooms and latrines. The average cost per house has been calculated at Rs. 2,758. I feel this too is high as compared to the expenditure incurred on Medak quarters. The beneficiaries have to pay Rs. 7 p.m. as rent.

I was rather surprised that the Municipality has allotted some houses to the non-Scheduled Caste sweepers and scavengers also. This requires clarification.

HYDERABAD

Falaknuma

The Municipal Corporation, Hyderabad has constructed 72 quarters at Falaknuma for the sweepers and scavengers in 3 multi-storeyed blocks each consisting 18 residential units costing Rs. 4.48 lakhs. These quarters are ready in all respects except water-supply and drainage. The cost of one residential unit has been worked out at Rs. 4,895. The total area in each unit including platform and balcony is 300 sq. ft. The accommodation is as follows:

Living Room. .	. 13' x 9'
Kitchen	. 8·7' x 6'·6"
Bath .	. 4' x 3'
W.C. .	. 4' x 3'

The residential units constructed in this colony were exceptionally good and have bath-room and latrine attached to each. All the units have been occupied by the sweepers and scavengers. A monthly rent of Rs. 6 is charged from each allottee.

Sultashahi

A scheme for the construction of 72 quarters estimated to cost about Rs. 1.09 lakhs have been taken up at Sultanshahi. 36 quarters have been completed. The average cost of one unit excluding all amenities comes to Rs. 1,642. The accommodation in each unit is as follows:

Living Room.	9·3' x 9'·1½'
Kitchen .	. 9·3' x 9'
Bath	. 5·2½' x 4'
W.C. .	. 4·4' x 3'·8½'
Open Yard .	. 9·3' x 5'

I inspected these quarters. Though there was sufficient space in each residential unit, the construction was not satisfactory. The walls were constructed from ordinary mud. The flooring was also

kuchcha. Except front door, there were no doors or windows inside the quarters. There was also no arrangement for drinking water in the colony. The Municipal Corporation is charging Rs. 6 p.m. as rent from the allottees.

The Municipal Corporation, Hyderabad was sanctioned the following amounts by the State Government.

Year	Amount (in Rs. Lakhs
1962-63	2·00
1963-64	2·00
1964-65	2·36
1965-66	6·00
1966-67	3·00
1967-68	0·525
TOTAL	15·885

The balance amount which is left unutilised is proposed to be spent on the construction of some other colonies for the sweepers and scavengers.

It is not understood why the State Government have adopted two different type-designs for these quarters. There is no comparison between the quarters constructed at Falaknuma and Sultanshahi. The multi-storeyed building at Falaknuma provide more comfort and amenities than the quarters constructed at Sultanshahi which lack some of the bare necessities of life and may not stand for 4 or 5 years more in the absence of pucca walls. This strange coexistence of two different patterns of housing scheme in Hyderabad for the same category of workers is open to public criticism.

Technical approval

The above survey of the activities of the various municipalities dealing with the housing problem of the sweepers and scavengers shows that except one or two, no other municipality has taken much interest in this work. The picture that has emerged from this study is much disappointing. In most of the cases the grants sanctioned to the municipalities are still to be utilised. It seems that much of the time of the municipalities is lost in preparing their own layouts and estimates for tenements as directed by the Director of Municipal Administration. Subsequently they are asked to recast their estimates and lay-outs and a types-design prepared by the Director

of Town Planning is recommended for adoption. The Municipalities have thus to revise the plans on the basis of the type design recommended. All this correspondence as well as obtaining the final approval of the Government takes a very long time. I have come across several municipalities which have not yet started the work of constructing tenements though the grants were sanctioned to them 3 or 4 years back. I feel that the grants should be sanctioned to the municipalities only after the estimates, lay-out, type design etc., are approved by the Government and the municipality has given an undertaking to meet its share of the total cost from its own fund and complete the construction of the tenements within a stipulate time.

Selection of site:

Another factor which is hampering the progress is the long delay in acquiring a suitable site for construction of the houses. It is therefore desirable that the municipalities which are selected for implementing this scheme should at the first instance, be asked to complete all the formalities in regard to the selection of site.

Completion certificate:

No fresh grant should be sanctioned to the municipalities unless the completion certificate in respect of the previous grant is obtained:

Surrender of unutilised grants:

The Municipalities which are unable to utilise the sanctioned grants within the stipulated period should be asked to surrender it to the Government so that it can be given to other needy municipalities.

Increase in Government subsidy:

Another reason put forward for the slow progress of this scheme is the inadequacy of the amount for constructing a house according to the type design approved by the Government. The Government of India have fixed a ceiling of Rs. 1200 to Rs. 1600 per house for the construction of houses for the sweepers and scavengers. This is flexible and can be modified to suit local conditions. The Government subsidy available under this scheme is limited to Rs. 750 per house. This amount was fixed long ago. The cost of construction of the houses has increased considerably since then due to increase in the price of materials, cost of labour and transport charges etc. The inadequacy of the amount now given for a house is really a

serious handicap in the construction of houses at present, particularly in the urban and semi-urban areas. It is therefore necessary to revise the estimate and the rate of subsidy for each house taking into consideration the present conditions. In fixing the amount of subsidy the variations in the local cost of construction should also be taken into account.

Model tenements:

There is no uniform type design fixed by the Director of Municipal Administration for the house of sweepers and scavengers in the State. It varies from municipality to municipality. The houses constructed for the sweepers and scavengers at Narayanapuram in Machilipatnam were found to be inadequate to meet the needs of the people as it contained only a room and kitchen. There was no verandah or any open space for future construction. These houses have also no bathrooms or latrines. As compared to this, the tenements constructed at Medak were found to be the best. Each tenement consists of one room (9'x12'), Kitchen (8'x6'), open verandah (6'x6'), bath room (4'x4') and W.C. (3'x4'). There is some open space left in the front for future construction. The roof is two sloped and is made of A.C. sheets. The entire construction work right from the foundation upto roof is made in bricks and cement. The average cost incurred for each tenement is Rs. 1926 or roughly Rs. 2000. It would be better if this type-design is adopted in all the municipalities. The cost per tenement is also quite reasonable.

Supervision and control:

It was noticed that the work of construction is entrusted to local contractors who do not take much interest in the work and use cheep and useless material with the result that these houses cannot stand for a longer period. The contractors always complain that the money granted is not sufficient for constructing all the houses as per fixed target and leave the work incomplete. It is therefore necessary to supervise the construction work at every stage and the material used should also be checked and passed by the Municipal Engineer. The tenements constructed at Khammam have no plastering on the walls from inside. In the absence of any white washing it gives a very disgusting look. The roof leaks during rainy season. In some other place I found the timber used for doors and windows in the tenements was cracked and broken. Elsewhere I also saw plaster coming out of the walls and the flooring was broken. This is because no proper supervision was effected during the construction period.

The municipalities seems to have no enthusiasm or zeal to look after the interest of the sweepers and scavengers. We have already seen how the money been blocked and is lying unused for the last 3 or 4 years in some municipalities. It is therefore more necessary for the Government to keep a strict watch and control on the implementation of this scheme. The grants to the local bodies for the construction of houses for the sweepers and scavengers are released by the Director of Municipal Administration. He is supposed to supervise and have control on the implementation of this scheme. But in actual practice it seems that the Director of Municipal Administration has very little control on the municipalities in so far as the implementation of this scheme is concerned as is evident from the slow progress of this scheme. The Director of Municipal Administration is also handicapped due to the absence of any field staff at the district level. The Director of Social Welfare looks after the interests of the Scheduled Castes at the State level. He has also field staff at the district level headed by the District Social Welfare Officers. I feel that the Director of Social Welfare should keep a constant watch and supervise the working of this scheme through the District Social Welfare Officers at the district level. This will certainly improve the matters.

APPENDIX IV

(*Vide* para 9.9 of the Report)

Action taken by the Department of Social Welfare.

Copy of letter No. F. 1|4|69-RU dated 25th April, 1969 from Under Secretary to the Government of India, Department of Social Welfare addressed to the Secretary, Department of Education (Social Welfare), Government of Andhra Pradesh, Hyderabad.

SUBJECT: *Special Study on implementation of housing scheme for sweepers and scavengers in Andhra Pradesh.*

I am directed to enclose herewith a copy of the report of the special study conducted by this Department's Zonal Office at Madras, regarding implementation of Housing Scheme for the sweepers and scavengers in Andhra Pradesh and to request you to consider for implementation the suggestions made in the report. You may also consider the following suggestions:—

(i) The State Government may grant loans to the municipalities for meeting their part of the expenditure in building houses.

(ii) The sweepers may be sanctioned housing subsidy through the municipalities and also given loans by the Government|municipalities to be recovered in easy instalments spread over a number of years. House-sites may be provided by the municipalities free of cost or at nominal rates to the sweepers and scavengers to help them in becoming the owners of their houses.

(iii) Housing cooperatives of sweepers and scavengers may be formed so that they are eligible to get loans from the Registrar of cooperatives for the construction of houses.

This department may kindly be apprised of the action taken in due course of time.

APPENDIX V

(*Vide* para 4 of Introduction)

Summary of Conclusions		Recommendations contained in the Report
1	2	3
1	1.11	The Committee note that the housing schemes in the general sector are looked after by the Ministry of Works, Housing and Urban Development and in the Backward Classes Sector by the Department of Social Welfare. They further note that under the Centrally Sponsored Programme, there is no housing or house-sites scheme for the Scheduled Tribes. The Committee are not convinced with the reasons advanced by the Department of Social Welfare that there is no housing|house-sites scheme for Scheduled Tribes under the Centrally Sponsored Programme because there are 489 Tribal Development Blocs with their own housing programmes. The Committee consider that there should be an integrated Central Programme for housing for both Scheduled Castes and Scheduled Tribes.
2	1.12	The Committee note that there is no regular machinery for effecting coordination between the Department of Social Welfare and Ministry of Works, Housing and Urban Development in so far as the housing schemes are concerned. They consider that it would be desirable to set up a coordinating committee consisting of the representatives of the Department of Social Welfare, Ministry of Works, Housing and Urban Development and the Planning Commission for the purpose of reviewing the housing schemes and programmes and also watching their implementation.
3	1.14	The Committee note that the Central Government have proposed the enhancement of the housing subsidy from rupees twelve hundred to

1	2	3
		rupees five thousand per house to the State Governments/Union Territory Administrations and that only a few States have responded to their suggestion. The Committee hope that an early decision will be taken in the matter of enhancement of the subsidy payable to Scheduled Caste beneficiaries.
4	1.16	The Committee note that the data regarding housing requirements of Scheduled Castes and Scheduled Tribes would be collected in 1971 Census. The Committee hope that detailed guide lines for collection of the above data have already been issued by the Government. In any case, the Committee would like that the Census in respect of housing for Scheduled Castes and Scheduled Tribes should be thorough and exhaustive.
5	2.32	The Committee regret that the problem of housing for Scheduled Castes and Scheduled Tribes has not been given the attention that it deserves even after 23 years of Independence and completion of three Five Year Plans. The Committee note that a sum of Rs. 193.27 crores has been provided in the Fourth Five Year Plan for housing in the States and Union Territories. They regret to note that a provision for a paltry sum of Rs. three crores only has been made for the Composite Scheme of "Improvement of working and living conditions of sweepers and scavengers" under the Centrally Sponsored Programme in the Fourth Five Year Plan. In their opinion, this amount is grossly inadequate to meet the housing needs of sweepers and scavengers.
6	2.33	The Committee note that apart from the composite scheme of "Improvement of working and living conditions of sweepers and scavengers"

1	2	3
		there is no scheme under the Centrally Sponsored Programme in the Fourth Five Year Plan for providing housing and house-sites for Scheduled Castes and Scheduled Tribes only. The Committee need hardly emphasise that the first and foremost task in the improvement of living conditions of Scheduled Castes and Scheduled Tribes is the provision for housing|house-sites to them and, for this purpose, substantial financial assistance is needed. The Committee would, therefore, suggest that Government may consider the feasibility of having a separate scheme for providing housing and house-sites to Scheduled Castes and Scheduled Tribes or earmarking a specific percentage out of the amount of Rs. 193.27 crores which has been provided in the Fourth Five Year Plan for general housing scheme for provision of housing|house-sites to Scheduled Castes and Scheduled Tribes.
7	2.34	From the break-up of Rs. 3 crores allocated to States|Union Territories under the Centrally Sponsored Programme in the Fourth Five Year Plan, the Committee find that funds have not been allotted to the States equitably or proportionately. They desire that in order to avoid disparity and criticism from States, some definite procedure and tangible criteria should be devised for allocation of funds to the States| Union Territories.
8	2.35	The Committee are also surprised to find that the actual number of houses constructed during the First, Second and Third Plan periods is not shown in the Statement furnished by the Department of Social Welfare. As stated during evidence, in many cases only replacements or repairs of houses were carried out in some cases only some wells were sunk. The Committee also find from that Statement that in some cases the number of beneficiaries has been shown as

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		number of families. This creates confusion and does not give a clear picture. The Committee desire that complete statistics about the number of new houses constructed, the number of old houses repaired, number of persons benefited etc. may be collected by the Department of Social Welfare from the States/Union Territories and mentioned in the Annual Report of the Department.
9	2.36	The Committee would also like to be informed whether the State Governments have taken any decision, as recommended by the Conference of Ministers of Housing and Urban Development held in January, 1970, to confer home-stead rights on landless labourers, who are in temporary occupation of land as house-sites, through suitable legislation.The Commitee hope that the State Governments will take an early and favourable decision in the matter. This would benefit the Scheduled Castes and Scheduled Tribes to a large extent.
10	2.41	The Committee are distressed to find that a number of States have diverted funds allotted by the Central Government to them for the improvement of the working and living conditions of sweepers and scavengers. It is all the more surprising that the Central Government agreed to such diversion of funds. The Committee are convinced that had there been proper planning or proper checks, there would not have been any difficulty in spending the money, meagre though it was for the purpose for which it was allotted. They are sorry to note that due to lack of proper planning and proper checks number of welfare schemes meant for improvement in the working and living conditions of the sweepers and scavengers could not be implemented.
	2.42	The Committee desire that Government should give a serious thought to this problem

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		and find out ways and means to ensure that such diversion of funds does not take place in future.
11	2.50	The Committee note that a number of State Governments have set up Housing Boards in their respective States and legislation for setting up similar Housing Boards in some other States is on the anvil. They hope that all the States and Union Territories will set up such Housing Boards as early as possible.
12	2.51	The Committee trust that these Housing Boards will pay more serious attention to the housing needs of the Scheduled Castes and Scheduled Tribes. They also hope that while implementing the various housing schemes, the Housing Boards will keep a note of, and fully implement, the recommendations made by the Central Government for reservation of the resources for the housing needs of the Scheduled Castes and Scheduled Tribes.
13	3.4	The Committee note with regret that Government do not intend to earmark any funds out of the proposed Revolving Fund of Rs. 200 crores, for the housing of Scheduled Castes and Scheduled Tribes on the plea that the loans raised by the Housing and Urban Development Finance Corporation will carry a high rate of interest. They would, however, like the Government to consider the feasibility of earmarking some loan funds for the benefit of Scheduled Castes Tribes who are in a position to use loan funds for their housing requirements.
14	4.7	The Committee are distressed to find that the housing conditions of sweepers and scavengers are deplorable. They are convinced that unless vigorous and effective steps are taken by the local bodies, the housing problem of sweepers and scavengers would not be solved. In their

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		opinion, much can be achieved in this direction if local bodies start housing schemes exclusively for sweepers and scavengers.
15	4.8	The Committee would also like to stress that while constructing houses for sweepers and scavengers, it should be ensured that their houses are constructed near their places of work and not around the pail-depots, morgue, dirty drains, public lavatories or dumping grounds. All civic amenities should be provided in their colonies. Their houses should also be built in colonies inhabited by others so that sweepers and scavengers may get a chance to mix with the people of other communities.
16	5.4	The Committee note that the State Governments have agreed to take a number of steps to improve housing conditions of Scheduled Tribes.
17	5.5	The Committee also hope that Government of Assam would look into the housing conditions of various tribal groups, namely, Mizos, Nagas, Kukies, Hmars, Khasis, Rheangs, Chakmas, etc.
18	5.6	The Committee desire that the Central Government may take up with State Governments a separate proposal for making a provision for construction of houses for Scheduled Castes and Scheduled Tribes in their respective States.
19	6.5	The Committee note that in selecting villages for the implementation of the Village Housing Projects Scheme, the State Governments are required to give preference *inter alia* to villages having substantial population of the backward classes whose living conditions are bad. They hope that the implementation of the Scheme and selection of villages for the purpose will be done in a manner which would ensure maximum benefit to the Scheduled Castes and Scheduled Tribes.

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20	6.6	The Committee urge that an early decision should be taken by Government about the type of houses to be constructed under the Village Housing Projects Scheme and the amount of financial assistance to be given to the beneficiaries.
21	7.4	The Committee note that from the Fourth Five Year Plan, the Slum Clearance Scheme has been transferred from the Central Sector to the State Sector. They also note that the Central Government provides financial assistance to the State Governments for their slum clearance|improvement programmes, to the extent of 87½ per cent of the approved cost of projects—50 per cent as loan and 37 per cent as Central subsidy. The balance of 12½ per cent is to be provided by the State Governments| Local Bodies as their share of subsidy. In the case of slum clearance projects involving the rehousing of sweepers and scavengers, the State Governments are permitted to utilise an additional 12½ per cent subsidy, from the funds provided by the Department of Social Welfare for the amelioration of living conditions of the Scheduled Castes and Scheduled Tribes.
	7.5	The Committee would like that the Central Government should at the time of giving subsidy|loan to the State Governments, give a direction to the State Governments that a particular amount of percentage of the money given to them for the purpose should be spent on the housing of sweepers and scavengers. They would also like the Central Government to call for periodical progress Reports from the State Governments to ensure that the funds are being utilised properly and for the purpose for which they are given. This would enable the Central Government and the Planning Commission to

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		make improvements in the formulation and implementation of the schemes for the benefit of Scheduled Castes and Scheduled Tribes.
22	8.6	The Committee note with regret that no statistics are available with the Government to indicate the number of Scheduled Caste and Scheduled Tribe persons who have availed of the assistance under the Low Income Group Housing Scheme. There is also no record available with the Government to show the help rendered to the co-operative societies of Scheduled Castes and Scheduled Tribes under the said Scheme. The Committee feel that maintenance of statistics of the help rendered to the Scheduled Castes and Scheduled Tribes and their co-operative societies under this scheme will enable the Government to make a proper assessment of the working of this Scheme *vis-a-vis* the Scheduled Castes and Scheduled Tribes.
23	8.7	The Committee are glad to note that the Delhi Development Authority has reserved 15 per cent of plots in the low and middle income groups for allotment to the Scheduled Castes and Scheduled Tribes. They also note that 15 per cent of the houses built for the low and middle income groups by the Delhi Development Authority are also reserved among others for the Scheduled Castes and Scheduled Tribes. The Committee hope that similar reservation will be made in the allotment of housing plots and built-in houses under schemes executed through the respective State Governments for the Scheduled Castes and Scheduled Tribes.
24	9.5	The Committee note that the Conference of Ministers of Housing etc. held at Delhi in January, 1970 and the meeting of the State Ministers Incharge of Rural Housing and Members of Parliament of the Consultative Committee attached to the Department of Works, Housing

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		and Urban Development held at Jaipur in July, 1970 had decided that the State Governments should give house-sites to landless agricultural workers (including Scheduled Castes and Scheduled Tribes) from the available Government land as far as possible and where no such land is available, it should be acquired specifically for the purpose. The house-sites should be allotted to such persons either free of cost or at nominal cost. The States were also advised to confer home-stead rights on landless workers who have been in temporary occupation of the land as house-sites.
	9.6	The Committee trust that the State Governments will act promptly to implement above mentioned decision. They also hope that the Central and the State Governments will take an early decision about giving subsidy in cash and/or in kind to the agricultural landless workers including Scheduled Castes and Scheduled Tribes for the construction of their houses.
25	9.10	The Committee would like to be informed of the action taken by the State Government of Andhra Pradesh on the various suggestions made by the Department of Social Welfare, Government of India.
26	9.13	From the report of the Deputy Director (BCW) in regard to Amarpur Harijan Housing Colony, the Committee note that the State Government of Bihar construct houses through a cntractor, who is supposed to take contributions from the beneficiaries in the shape of labour etc. The grants are sanctioned to the contractors and not to the beneficiaries of the housing schemes. The Committee are unhappy to note from the observations made by the Deputy Director, Backward Classes Welfare that "in reality public contribution is rarely received and, therefore,

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		either the schemes are constructed with sub-standard materials or the same are not constructed at all". They also agree with the views expressed by the Deputy Director (BCW) that the beneficiaries will contribute their shares if they are allowed to take up the construction of their houses under direct supervision of the State Department.
	9.14	The Committee desire that in order to facilitate the expeditious implementation of the various housing schemes started by the State Department may arrange to supply materials like cement, bricks, windows, and doors, etc., against the sanctioned amount as is being done by other State Governments.

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